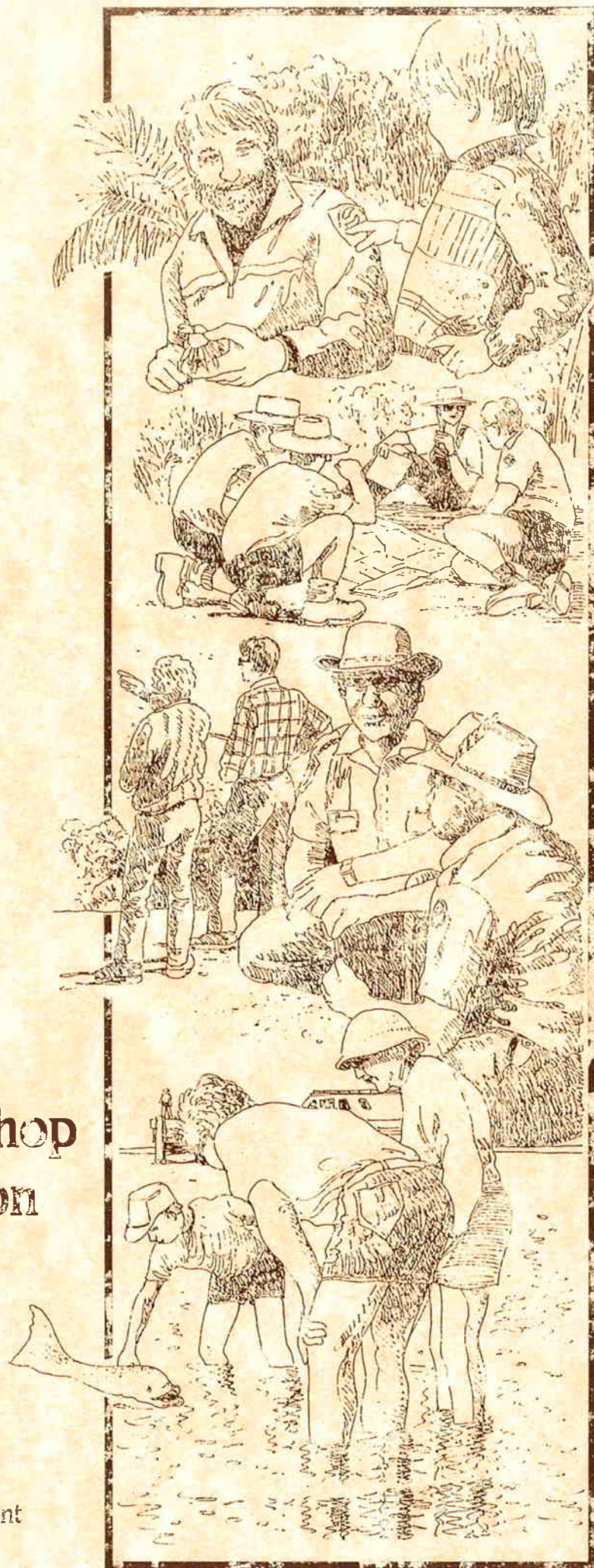


**Recreation & Tourism Workshop
Proceedings, Strategy & Action
Plans 1996 - 2000**



Department of Conservation and Land Management



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Swan Region

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Division of Parks, Recreation, Planning and Tourism

**PEOPLE IN CALM PLACES: RECREATION AND TOURISM
STRATEGY 1996 - 2000**

**WORKSHOP PROGRAM AND
LIST OF PARTICIPANTS**

RECREATION AND TOURISM PROGRAM WORKSHOP POINT WALTER CONFERENCE CENTRE 21 - 24 MAY 1996

PROGRAM

Tuesday 21 May

- | | |
|------------------|---|
| 5.00 - 6.00 p.m. | Arrival and book in at Point Walter Conference Centre for country based staff |
| 6.00 - 7.00 p.m. | Social hour |
| 7.00 - 9.00 p.m. | Dinner followed by guest speaker.
Forging partnerships with the Commercial Tourism Sector
(Shane Crockett, Western Australian Tourism Commission) |

Wednesday 22 May

- | | |
|------------------|---|
| 7.00 - 7.45 a.m. | Breakfast |
| 8.00 - 8.15 am | Workshop overview - welcome and outline of workshop aims and format (Jim Sharp) |

Session One: CALM'S Recreation and Tourism Strategy - Where are we headed and why? (Chair: Kevin Year)

- | | |
|--------------------|--|
| 8.15 - 9.00 a.m. | Keynote address by Executive Director |
| 9.00 - 9.30 a.m. | Questions and discussion |
| 9.30 - 10.00 a.m. | Recreation and Tourism Strategy Revisited - an update (Jim Sharp and Wayne Schmidt) |
| 10.00 - 10.15 a.m. | Morning tea |
| 10.15 - 12.30 p.m. | Translating strategies into actions - the view from the field
(Program Leader reports on Regional Action Plans) |
| 12.30 - 1.15 p.m. | Lunch |
| 1.15 - 2.00 p.m. | Volleyball |

Session Two: Program resourcing: what and how are we going to deliver?
(Chair: Jim Williamson)

2.00 - 2.45 p.m.	Funding the Recreation and Tourism Program: a case of "cruel accounting"? (Jim Sharp and Mark Neilson)
2.45 - 3.15 p.m.	Career development and staff training: recognising and rewarding staff achievements (Cliff Gillam and Kevin Vear)
3.15 - 3.30 p.m.	Afternoon tea
3.30 - 4.30 p.m.	Group discussion and reporting back on resourcing issues
4.30 - 5.30 p.m.	Managing visitor risks in natural areas - a lawyer's perspective (David Burton, Phillips Fox Solicitors)
5.30 - 6.00 p.m.	Questions and discussion
6.00 - 7.00 p.m.	Dinner
7.30 - 9.00 p.m.	The art and science of creating tourism icons: the case of the Tree Top Walk (Tracy Churchill, Geoff Warn, Cliff Winfield and Kevin Vear)

Thursday 23 May

7.00 - 7.45 a.m.	Breakfast
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Session Three: Forging Partnerships (Chair: Ian Herford)

8.00 - 8.45 a.m.	Forging partnerships with the private sector - the management and administration of commercial tour operators and tourism facilities (Colin Ingram and Hamish Crawford)
8.45 - 9.15 a.m.	Questions and discussion
9.15 - 10.00 a.m.	The value and development of business and marketing plans in the Recreation and Tourism Program - some case studies (Jennifer Brice and Kate McNamara)
10.00 - 10.15 a.m.	Morning tea
10.15 - 11.00 a.m.	Forging partnerships with Aboriginal people - the status and functioning of Commonwealth legislation with respect to CALM's model for Aboriginal involvement in protected areas (Clancy Jarvis, Native Title Unit, Office of Premier & Cabinet)
11.00 - 11.15 a.m.	Questions and discussion
11.15 - 12.15 a.m.	Group discussion and reporting back on partnership issues
12.15 - 1.00 p.m.	Lunch
1.00 - 1.30 p.m.	Volleyball

Session Four: Program initiatives and planned achievements (Chair: Daryl Moncrieff)

- | | |
|------------------|--|
| 1.30 - 2.15 p.m. | The collection and use of information in program management and budgeting; the status of RATIS (Tracy Churchill and Alan Sands) |
| 2.15 - 3.00 p.m. | Value adding through interpretation: the role and development of the Aboriginal Nature Based Tourism, Education and Training Unit (Gil Field, Noel Nannup and Trevor Walley) |
| 3.00 - 3.15 p.m. | Afternoon tea |
| 3.15 - 4.00 p.m. | Group discussion |
| 4.00 - 5.30 p.m. | Travel to Fremantle with visit to and overview of CALM's Marine Branch (Greg Pobar) and the new W.A. Naturally Shop (Ron Kawalilak) |

Friday 24 May

- | | |
|------------------|-----------|
| 7.00 - 7.45 a.m. | Breakfast |
|------------------|-----------|

Sessions Five: Achieving the vision - identifying and resolving barriers to effective program delivery (Chair: Jim Sharp)

- | | |
|--------------------|---|
| 8.00 - 8.30 a.m. | Benchmarking - best practice: how does CALM rate? (Colin Ingram) |
| 8.30 - 8.45am | Customer comment card - survey results (Luisa Liddicoat) |
| 8.45 - 9.00am | Visitor Interpretation Section survey results (Lotte Lent) |
| 9.00 - 10.00 a.m. | Group discussion on key issues previously identified in workshop sessions and determination of follow up actions/priorities |
| 10.00 - 10.15 a.m. | Morning tea |
| 10.15 - 11.00 a.m. | Summary and departure |

RECREATION AND TOURISM PROGRAM WORKSHOP POINT WALTER CONFERENCE CENTRE (MAY 21 - 24 1996)

List of Participants:-

Rod Annear	CALM Pemberton
Peter Bidwell	CALM Como
Mike Bodsworth	CALM Como
Jesse Brampton	CALM Como
Jennifer Brice	Tourism Consultant Perth
Malcolm Briggs	CALM Como
Marg Buckland	CALM Como
David Burton	Phillips Fox Solicitors
Val Cave	CALM Como
Bob Chandler	CALM Bunbury
Tracy Churchill	CALM Como
John Cleary	CALM Como
Gabriella Coltrona	CALM Manjimup
Hamish Crawford	CALM Como
Shane Crockett	WA Tourism Commission
Steve Csaba	CALM Como
Keith Cunningham	CALM Denham
Suzanne Curry	CALM Como
Peter Dans	CALM Fremantle
Andrew Darbyshire	CALM Exmouth
Gil Field	CALM Como
Tim Foley	CALM Manjimup
Cliff Gillam	CALM Como
Jeanette Gilmour	CALM Como
Drew Griffiths	CALM Collie
Leon Griffiths	CALM Wanneroo
Terry Hales	CALM Como
Richard Hammond	CALM Como
David Hampton	CALM Como
Sue Hancock	CALM Geraldton
Chris Haynes	CALM Crawley
Peter Henderson	CALM Bunbury
Ian Herford	CALM Albany
Mark Humble	CALM Dwellingup
Colin Ingram	CALM Como
Marjorie Jackson	CALM Como
Clancy Jarvis	Office of Premier & Cabinet Perth
Ron Kawalilak	CALM Crawley
Tom Kenneally	CALM Collie
Lotte Lent	CALM Como
Luisa Liddicoat	CALM Como
Martin Lloyd	CALM Albany
Howard Manning	CALM Walpole
Marie McDonald	CALM Kelmscott
Kate McNamara	CALM Como
David Meehan	CALM Pemberton
Daryl Moncrieff	CALM Narrogin
Peter Morris	CALM Leschenault
Noel Nannup	CALM Fremantle
Mark Neilson	CALM Como
Mark Pittavino	CALM Kununurra
Chris Portlock	CALM Como
Jamie Ridley	CALM Mundaring

List of Participants cont...:

Alan Sands
Matt Sapsworth
Wayne Schmidt
Nigel Sercombe
Karen Shaddock
Jim Sharp
Peter Sharp
Syd Shea
Tracy Shea
Rod Simmonds
Stev Slavin
Phil Spencer
Neil Taylor
Kevin Vear
Trevor Walley
Geoff Warn
John Watson
Steve Watson
Stephen White
Jim Williamson
Glen Willmott
Cliff Winfield

CALM Kelmscott
CALM Como
CALM Como
CALM Geraldton
CALM Como
CALM Crawley
CALM Crawley
CALM Crawley
CALM Crawley
CALM Manjimup
CALM Mundaring
CALM Kalgoorlie
CALM Busselton
CALM Manjimup
CALM Fremantle
Donaldson & Warn Architects
CALM Albany
CALM Como
CALM Karratha
CALM Como
CALM Margaret River
CALM Manjimup

WORKSHOP ISSUES AND RECOMMENDATIONS

RECREATION AND TOURISM PROGRAM ISSUES

The following issues were identified during the Recreation and Tourism Workshop and are listed in order of descending importance (as determined by participant voting):

1. **Training** - tour operations; audit of staff skills; staff training coordination for Program 32; business planning; integration of business plans, partnerships and marketing; Aussie Host; secondments; skills sharing across Regions; contract management (22 votes).
2. **Funding/budgets** - political awareness; business plan for Program 32; Recreation Improvement Fund; adequacy of financial reporting; impact of other Programs and CALM operations on Recreation and Tourism Program (19 votes).
3. **Communications** - linkage to RATIS; case studies for completed projects; internet; sharing of experience/expertise; video news bulletin; vertical (up-down) communications within CALM (18 votes)
4. **Social and market research** - qualitative versus quantitative information (not just counting cars); standards; visitor experience and measuring satisfaction (17 votes).
5. **Regional interpretation** - recruitment of staff; field based vs Divisional based staff (16 votes).
6. **User pays** - application of fees across CALM managed estate; re-examination of fee collection methods for park entry; public ownership and acceptance; priority for changing CALM Act and Regulations (14 votes).
7. **Recruitment and staffing** - equity across Regions and Division; rewards and recognition (12 votes).
8. **Risk management** - lessen risk and lessen liability; link to legislative changes (7 votes).
9. **Partnerships** - ethics; do we need them; relationship with W.A. Tourism Commission and local tourist bodies (7 votes).
10. **Action Plans** - standardised works programs; 3 year rolling plans; linkage of action plans to dollars; advisory group within CALM to assist in reviewing priorities (5 votes).
11. **Fire Management** - impact on Program 32 staff numbers and budgets (also see issue 2 on funding and budgets) (4 votes).
12. **Quality of work** - maintenance of high standards; staff expertise (3 votes).
13. **Planning** - linking hierarchy of plans; management planning (3 votes).

14. **Asset management** - impairment or deterioration of facilities; inappropriate recreation - vandalism of facilities (2 votes).
15. **Evaluation** - washup of major projects; performance measurement (2 votes).
16. **Publications** - rationalise; not all 'glossy' - need for basic information to be provided (2 votes).
17. **Native Title** - CALM position statement; Departmental coordination of Native Title issues (2 votes).
18. **Technology** - standardisation (2 votes).
19. **Uniforms** - staff image and credibility (1 vote)
20. **Ecological sustainable development** (1 vote)
21. **Corporate plan** - need for update (1 vote)

Recommendations arising out of Recreation and Tourism Workshop Discussions

The top ten ranking issues were explored in greater detail by subdividing the workshop participants into five groups and assigning two issues to each group to consider and report back on. Where necessary, groups were asked to clarify or redefine issues as well as recommend possible solutions. A summary of the reporting back session follows:

Issue 1: Training (development of knowledge and skills at an individual officer level and for the Recreation and Tourism Program as a whole).

Recommendations:

- Review, define and where necessary rationalise the role(s) of Human Resources Branch and the Division of Parks, Recreation, Planning and Tourism with respect to staff training;
- Conduct a staff skills and training audit;
- Appoint a training coordinator for the Recreation and Tourism Program;
- Compare and benchmark CALM's training standards with other natural resource management agencies;
- Identify suitable external trainers;
- Ensure staff training reaches and addresses the needs of remote areas;
- Provide adequate financial resources (ie. allocate a budget) for staff training in Program 32;
- Pursue the development of partnerships in training;
- Seek accreditation of CALM training programs through external associations and bodies at a national and state level;
- Market CALM's Recreation and Tourism Program training courses and seek increased participation externally on a cost-return basis;
- Establish competency standards for all Recreation and Tourism Program training courses and seek increased participation externally on a cost-return basis;
- Establish competency standards for all Recreation and Tourism Program training courses.

Issue 2: Funding and Budgets

The Workshop group which considered Funding and Budgets addressed three specific issues as follows:

1. The impact which political and/or other external influences can have on the distribution of Recreation and Tourism Program funds (e.g. WATC promotions) and the difficulty of financially keeping pace with increased visitation.

Recommendations:

- Seek to establish more effective links with external partners such as the WATC and the tourism industry who promote CALM managed lands and waters;
 - Seek increased funding for the maintenance of recreation and tourism infrastructure through the WATC;
 - Seek increased funding for the construction and maintenance of public roads through CALM managed lands from Main Roads;
 - Investigate the option of securing a proportion of property rates or land taxes to provide and manage recreation opportunities on CALM managed lands and waters, particularly in and around the Perth Metropolitan Region;
 - Ensure politicians and other influential members of the community are made fully aware of the value of and the true cost of providing quality recreation opportunities on CALM managed lands and waters.
2. The need to develop a business plan for the Recreation and Tourism Program which clearly identifies both operating costs and potential income/revenue.

Recommendations:

- Develop and utilise the business plan in negotiating for staff and financial resources within CALM;
- Utilise the business plan to help clarify the implementation of the Recreation and Tourism Strategy and review the existing budgeting process and revenue incentive scheme;
- Engage in 'radical financial thinking' as to how we can pay our way in Program 32.

3. The establishment and operation of a Recreation Improvement Fund.

Recommendations:

- Seek continuity of resourcing to ensure the effective operations of such a fund;
- Develop a structure and process to determine statewide priorities and allocate funds.

Issue 3: Communications (establish and maintain an effective communications network amongst all staff and external partners involved in the management of the Recreation and Tourism Program.

Recommendations:

- Expedite the development of the Recreation and Tourism Information System (RATIS) through the establishment of a wide area network covering all CALM centres;
- Develop a directory of Recreation and Tourism personnel within CALM according to their role, responsibilities and area(s) of expertise;
- Prepare and disseminate periodic newsletters on the Recreation and Tourism Program to staff throughout CALM;
- Investigate the possible use of Westlink Satellite Communications (TAFE controlled) to disseminate information to remote centres;
- Actively encourage the sharing of information and expertise within the Recreation and Tourism Program;
- Circulate the Recreation and Tourism Workshop action plans, presentation notes and information on issues and recommendations to everyone in the Program;
- Identify and target specific themes for discussion at future Recreation and Tourism Program workshops;
- Hold field-based workshops in association with staff training initiatives in each Region on an annual basis;
- Monitor the effectiveness of communications within the Recreation and Tourism Program;
- Establish a Recreation and Tourism Program 'home page' on the Department's wide area network and internet.

Issue 4: Social and Market Research (utilising social and market-based research information to evaluate visitor needs and satisfaction)

Recommendations:

- Expand CALM's social/market research capability by appointing a social research scientist to head up a small unit;
- Develop a framework to assist CALM staff in selecting the most appropriate survey processes and techniques and applying the results of this investigative work;
- Utilise a range of survey techniques including questionnaires, observational recordings, ranger contact/knowledge and interviews designed to produce cost effective results;
- Work with other organisations such as the Australian Bureau of Statistics and tertiary institutions in collecting and analysing social and market research information;
- Utilise 'benchmarking' and 'best practice' processes to help formulate and improve upon the Department's social and market research work;
- Develop customer profiles for different categories or types of visitors to CALM managed lands and waters;
- Identify and monitor sources of customer dissatisfaction associated with the Department's Recreation and Tourism Program and promptly address these.

Issue 5: Regional Interpretation

The workshop group which considered Regional Interpretation identified 4 specific areas of concern as follows:

1. A significant reduction in the services provided leading to a poor/declining public image (services include the provision of on-site information, front counter/shop front interaction, visitor activity programs, etc).

Recommendations:

- Re-employ/employ interpretation officers in those Regions and Districts where a demonstrable need exists;
 - Conduct an audit of staff skills and expertise relating to visitor communications and interpretation services provided by field-based staff.
2. Non-integration of visitor and site related interpretation and recreation site planning.

Recommendations:

- Seek and incorporate interpretation specialist input on recreation planning teams;
 - Ensure interpretative opportunities are identified and incorporated into site developments where appropriate.
3. Lack of coordination of visitor information and interpretation needs at a Regional and District level; future needs are not being addressed and many on-site visitor information displays and signs are outdated.

Recommendations:

- Re-employ/employ interpretation officers in those Regions and Districts where a demonstrable need exists;
 - Establish and strengthen links between Corporate Relations Division and Regions and Districts;
 - Clarify the role and capacity of Corporate Relations Division to adequately service field needs.
4. Perception within CALM as to the role, duties and need for Regional Interpretation Officers.

Recommendations:

- Demonstrate the need for and value and results of interpretation internally.

Issue 6: User Pays

The workshop group which considered User Pays identified five specific areas of concern as follows:

1. Lack of consistency/equity in current user pays system (ie not all parks charge entry fees).

Recommendations:

- Implement entry charges at all national parks in Western Australia.
2. The difficulty of collecting fees at some parks owing to multiple entry points, cost of labour and infrastructure.

Recommendations:

- Develop a network of off-park sales outlets where visitors can purchase Goldstar, annual, seasonal and other park passes;
 - Initiate a broad scale public awareness campaign designed to inform park visitors prior to their visit of the need to purchase an entry pass.
3. Public acceptance of user pays system for park entry.

Recommendations:

- Initiate a broad scale public awareness campaign and marketing program to inform potential visitors as to the need for and operation of the user pays principle with respect to park entry and camping fees.
4. Current inability to legally charge entry fees on all the various tenures of CALM managed lands.

Recommendations:

- Seek the necessary changes to the CALM Act regulations as a matter of priority.
5. Inequities in the operation of the current incentive scheme for collecting and retaining entry fees and other sources of revenue.

Recommendations:

- Review the current incentive scheme and investigate the option of returning a set percentage of collected fees to a centrally administered fund to be used to help finance projects in those areas of the CALM managed estate with little or no capacity to generate income.

Issue 7: Recruitment and Staffing (effective delivery of the Recreation and Tourism Program through the maintenance of existing and, where appropriate, recruitment of new staff who are knowledgeable and motivated).

Recommendations:

- Identify areas or gaps within the Recreation and Tourism Program which are currently under resourced in terms of staff;
- Assess whether existing gaps can be more effectively serviced through internal recruitment and/or appointment of new staff or through outsourcing;
- Identify and re-establish realistic career development opportunities and pathways;

- Review existing staff workloads (particularly in instances where officers are expected to act in another position while still filling their appointed role) and seek to address imbalances;
- Rationalise staffing levels in order to meet customer needs;
- Recognise and reward staff achievements by providing incentives.

Issue 8: Risk Management (implement recently approved policy according to the strategies as outlined in this policy)

Recommendations:

- Review Policy Statement 53 in light of CALM's involvement in coordinating the 'best practice' initiative at a national level;
- Utilise benchmarking so that CALM can measure and improve upon its performance in managing visitor risks;
- Develop and implement risk management checklists and assessment procedures;
- Prepare and disseminate pre-visit information on risk management issues so that it reaches most visitors prior to their entering onto CALM managed lands and waters (e.g. signs at entry points, preparation and dissemination of brochures, guides and other print products at CALM centres and local tourist outlets, provision of information by tour guides, etc.);
- Seek to minimise risks to visitors in accordance with existing legal obligations and standards.

Issue 9: Partnership

The workshop group which considered Partnerships identified three specific issues as follows:

1. Entering into partnerships that are not in sympathy with CALM's 'core business'.... for example, the question of what we are 'selling out' to win dollars?

Recommendations:

- Develop and apply an ethics test process to all commercial partnership opportunities on CALM managed lands and waters.

2. Partnerships - do we need them? The workshop group agreed that this was not an issue, but that we do need to develop improved relationships with clients and seek better service results.
3. The basis, value and operation of CALM's partnership with the Western Australian Tourism Commission.
 - Seek a more cohesive approach from senior management in terms of strategic planning and reinforce CALM's role and responsibilities through regional associations.

Issue 10: Action Plans (development of a more objective and standardised approach to the identification and funding of Program priorities).

Recommendations:

- Adopt a standardised format for Regional and Divisional action plans;
- Develop standardised works programs which include criteria for evaluating and selecting priorities;
- Involve Regional and District Recreation and Tourism Program Leaders in the review and allocation of financial and staff resources;
- Adopt three year rolling budgets for the Recreation and Tourism Program.

WORKSHOP EVALUATION



Feedback Form

Recreation & Tourism Program Workshop

Point Walter Conference Centre

21-24 May 1996

(Results of feedback received based on a total of 40 responses)

How well do you think each of the following objectives were achieved at the workshop?

To gain a shared understanding as to the Department's vision for, and strategic approach to planning, resourcing and managing recreation and tourism.

☐ 65% Fully Achieved

☐ 35% Partly Achieved

☐ - Poorly achieved

To access the latest information on political, legislative, financial, environmental and administrative matters.

☐ 60% Fully Achieved

☐ 38% Partly Achieved

☐ 2% Poorly achieved

To share issues and concerns and exchange ideas.

☐ 75% Fully Achieved

☐ 25% Partly Achieved

☐ - Poorly achieved

Please rank in order of importance/relevance to you the following topics covered at the Workshop (Rank from 1 - 10, ie. one is most important; ten is least important):

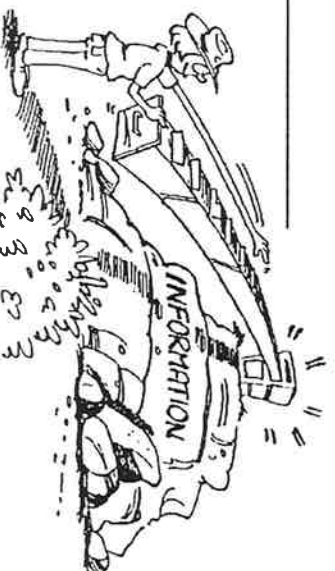
	most important	very important	moderately important	unimportant	not applicable to my work
Recreation and Tourism Strategy / Regional Action Plans	53%	32%	13%	2%	-
Accrual accounting	18%	22%	48%	8%	5%
Visitor risk	28%	48%	15%	5%	5%
Career development/staff training	33%	45%	15%	5%	2%
Private sector partnerships	18%	40%	35%	8%	-
Aboriginal partnerships	22%	30%	38%	10%	-
Business and marketing plans	38%	40%	20%	-	2%
RATIS	42%	48%	10%	-	-
Best practice	18%	40%	32%	8%	2%
Other (please state) Communications	8%	2%	-	-	-
Tourism	2%	-	-	-	-
Native Title	-	-	2%	-	-
Syndicate exercise	2%	-	-	-	-

Please rate the workshop on the following items:
(Based on a total of 40 responses)

	excellent	above average	average	below average	very poor	no response
Usefulness of information presented	48%	42%	8%	2%	-	-
Length of workshop	30%	42%	28%	-	-	-
Quality of presentations	30%	52%	15%	2%	-	-
Coverage of key points in recreation and tourism	38%	52%	10%	-	-	-
Visitor risk	52%	38%	10%	-	-	-
Aboriginal partnerships	42%	28%	20%	2%	-	8%
Business and marketing plans	15%	45%	28%	5%	-	8%
RATIS	25%	45%	18%	2%	-	10%
Best practice	10%	48%	27%	8%	-	8%

What improvements would you suggest for future Recreation and Tourism Program workshops?

see attached comments



Thank you!

What improvements would you suggest for future Recreation and Tourism Program workshops?

- A very interesting and valuable exercise. Sorry I missed 11/2 days because of other training. Who do you invite to these programs? Should you invite the 'hands on' managers as well? Rangers, field officers? It would be worthwhile for them along with the current group to add their issues and them to understand what the Recreation and Tourism Unit is as they also work with this unit in a big way too. I know of no other course that they can participate in to assist the unit. Thank you for the chance to attend.
- Well done.
- For presenters to meet their time frame to allow for adequate question and discussion time.
- Issues more pragmatic - regional focus. More definitive statements from Director on current trends and political directions. Draft Program Action Plan at workshop.
- Hold annually. Follow up if (and why) some Districts aren't represented.
- Well run; do it again.
- More frequent
- We always try to fit too much in - we need to be careful with that aspect. Well done.
- Well done for another excellently run and designed workshop. Venue perfect. Balance of topics and speakers very good. Improvements: opportunities to see other projects (small and large). Thanks Jim for supporting the workshop.
- More time for Regional contributions - 10 minutes is too short to cover large issues, therefore most were rushed. Research plan for Recreation and Tourism Program is required. Include 'Aussie Host' refresher sessions. Case studies like Tree Top with time (2 hours used for that) to describe give great value - therefore pick a few like this next time and examine in depth. Shane Crockett was a good start. Do try and 'organise' the final night as only about 10 people hung around back at base.
- Communication strategies (to improve and disseminate information within the Division and the Department). Great workshop, venue and food!
- Definitely hold more workshops. It was informative and I got a lot out of it. Need to see more District Managers and Regional Managers at future workshops.

- Thanks for the opportunity to participate. As I am new to the Program, I have difficulty assessing relevance to me. To date I believe that is all most important/excellent, particularly with my lack of experience/skill. I am looking forward to the challenges of the future and attending the Advanced Recreation Course and any other contact with the people in the Program. Thanks again.
- More Regional Managers attending; more field personnel attending.
- More discussion time in small groups.
- Try and cover more on communication. This workshop is a good tool.
- There is a feeling of why do this apart from exchange of experiences and learning between staff. No change is the result of workshoping issues - therefore don't do it. Pragmatic reporting on current political and financial matters (with hope) would be valuable. We need to cease the show of naiveness amongst operators.
- Only one night activity - 'days' were very long. Most presenters need to brush up on presentation skills.
- A bit more syndicate work or the same amount but a bit earlier in the workshop. Can a future workshop deal in more detail with how to assign priorities to work programs.
- Hold them annually and include case study achievements.
- Presentations by Regions to show what's happening - preferably slides. Better representation by Regional Managers.
- Possibilities of presentation of developments. An activity of some sort prior to starting the day off - it stimulates the learning/listening power.
- Include a session on recreational planning. Look at venues that could provide variation of items of interest (e.g. meet in Southwest such as Busselton to look at an issue in Capes area).
- Workshop was excellent in all aspects. Interaction with staff from across the State was very useful and informative. Improvements - hold at other venues/locations so that there is an opportunity to inspect/field trip in a different Region.
- Greater focus on business and marketing plans. We are now very good at building and providing services but fail to market adequately. Greater focus on Divisional priorities - this may be resolved with Program 32 Business Plan.
- To have a workshop annually. Have information from other states/organisations who are involved in similar issues on how they are tackling those issues. More fruit and/or healthy snacks for morning and afternoon tea (minor suggestion!).

- It is good to look at how we can improve. However rather than just listing our down falls, how about using the 'benchmarking' process to share some more of the good things that people are doing.
- Remoter venue - less phones, less interruptions, increased focus and commitments. Keep up the non CALM speaker - interaction component - very good value.
- As with all workshops, the time limits were restrictive and many sessions were cramped. More time needs to be allowed for breaks. I hope that the issues raised in the last sessions are addressed in full and a follow-up response/direction is given out to all participants. Well worth it, well done!
- Have another one of these! This should be a regular feature of our Program. Food was good, venue excellent, well organised. More staff here for the whole time should be encouraged. Also, an ice breaker/introduction/fun opportunity should be scheduled into the start of the workshop. Thanks!
- The format worked really well. We must have these regularly! (every year?). I wonder if clearer thematics may help us focus on particular issues at future workshops. Overall though, a wonderful workshop and very well organised.

INVITED PAPERS

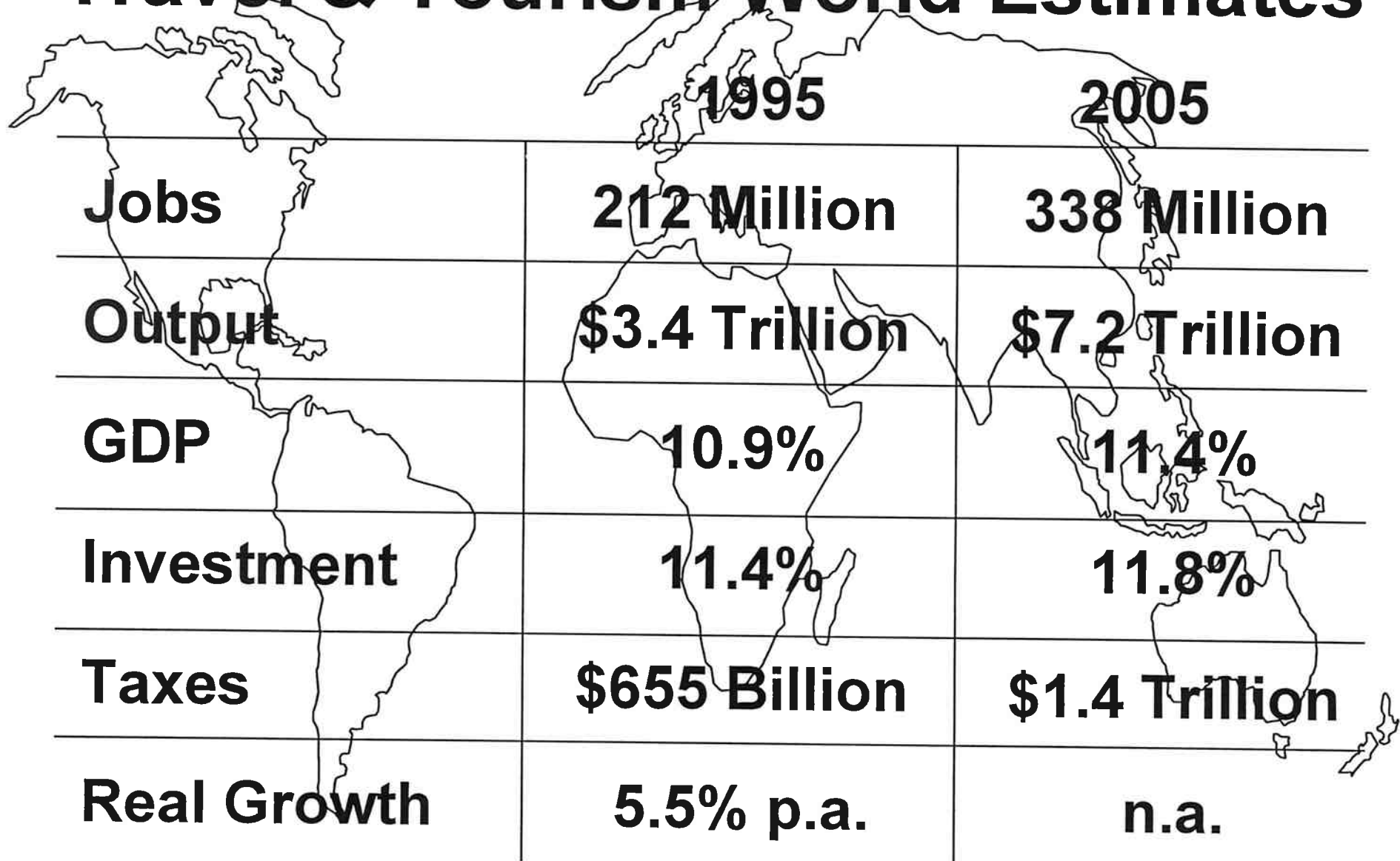
**Forging Partnerships with the
Commercial Tourism Sector
Shane Crockett**

A simple black outline map of the world, centered on the Atlantic Ocean, showing the continents of North America, South America, Europe, Africa, Asia, and Australia.

GLOBAL INDUSTRY

What does it mean for us?

Travel & Tourism World Estimates



	1995	2005
Jobs	212 Million	338 Million
Output	\$3.4 Trillion	\$7.2 Trillion
GDP	10.9%	11.4%
Investment	11.4%	11.8%
Taxes	\$655 Billion	\$1.4 Trillion
Real Growth	5.5% p.a.	n.a.

S.E. ASIAN MARKET COMPETITION

U.S. Airlines \$15 million

South Africa \$5 million

United Kingdom \$6 million

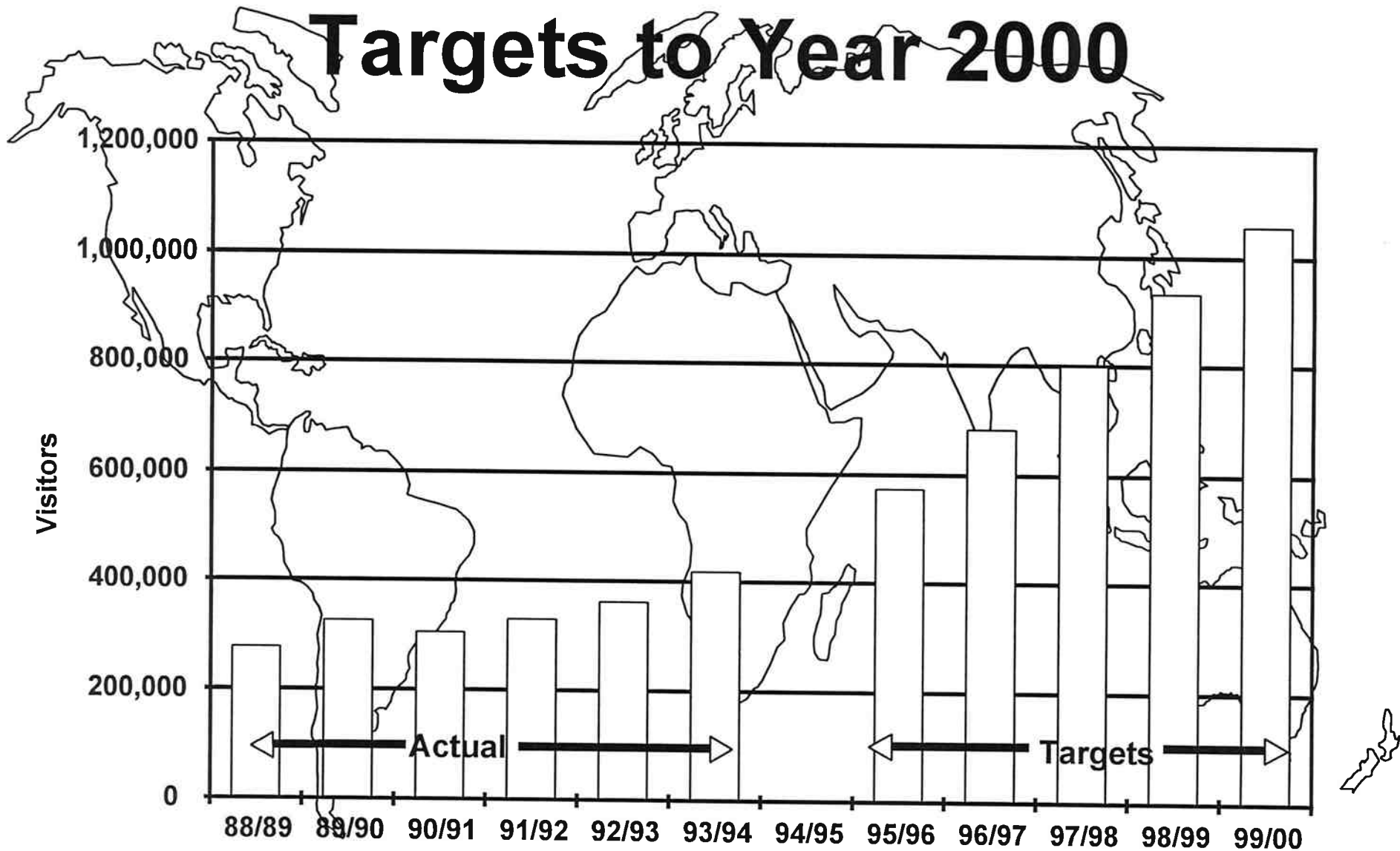
Victoria \$3 million

New Zealand \$4 million

Internal Carriers \$18 million

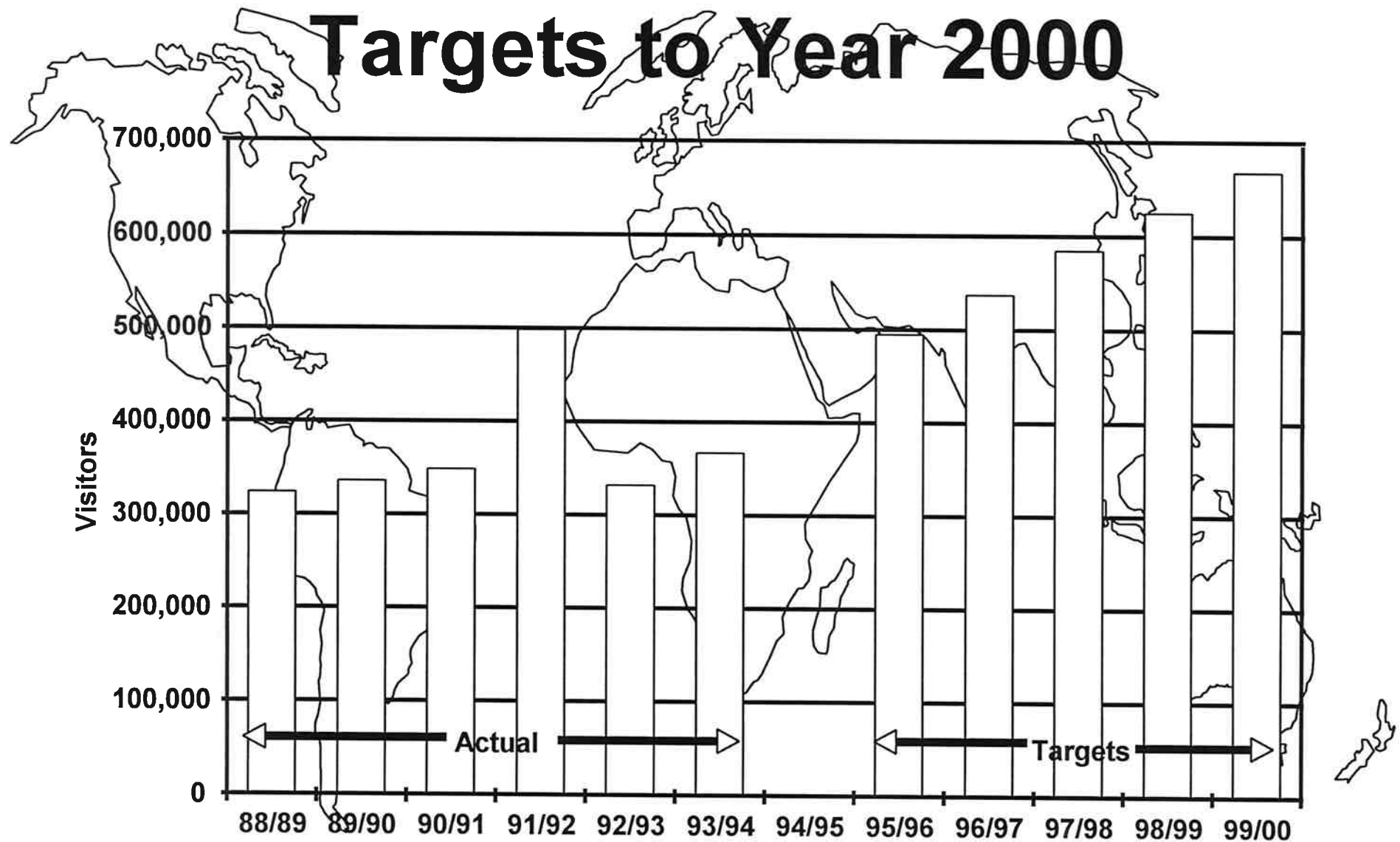


International Visitor Targets to Year 2000



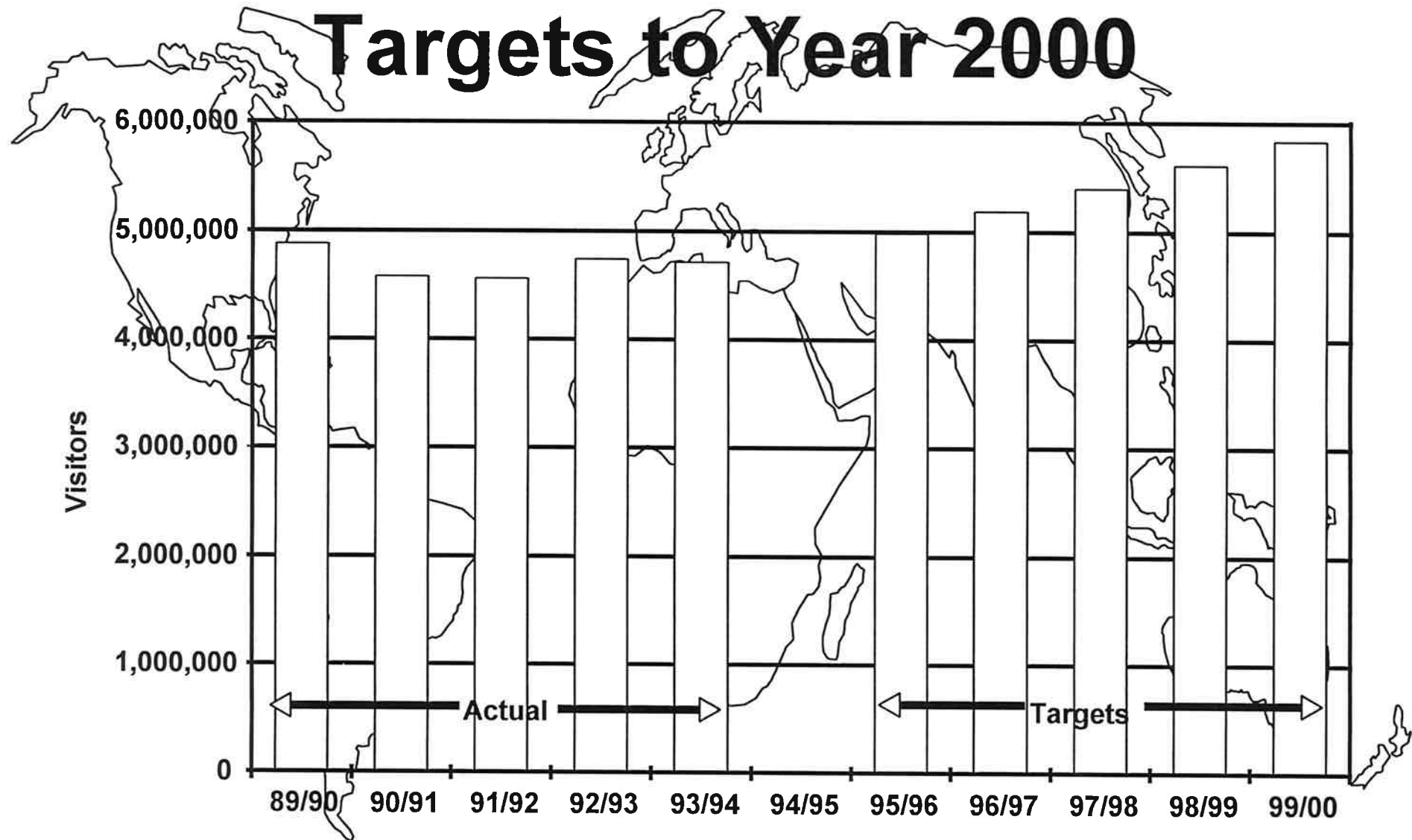
Source: Western Australian Tourism Commission

Interstate Visitor Targets to Year 2000



Source: Western Australian Tourism Commission

Intrastate Visitor Targets to Year 2000



Source: Western Australian Tourism Commission



**“THE VISION TO
ACHIEVE SUCCESS”**

A simple black outline map of the world is centered in the background. The continents are clearly defined by their borders. The text is overlaid on this map.

TOURISM....

THE GREAT EMPLOYER

**Directly employs over 72,000 people
in Western Australia.**



THE TOURISM CALM PARTNERSHIP

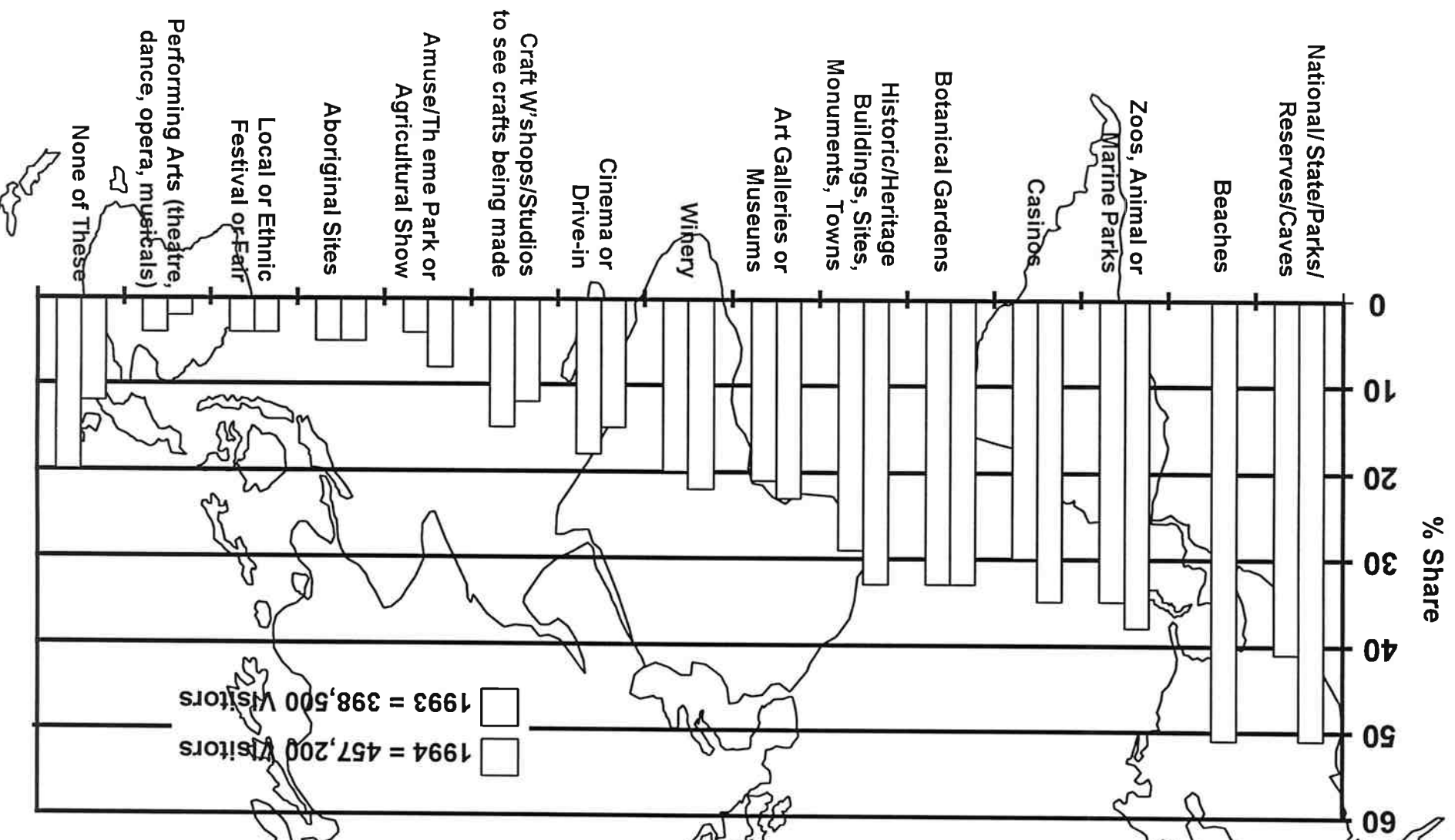
■ **Product Development**

■ **Marketing**



**“The Market is telling us
that nature-based product
is a primary attraction
for visitors”.**

International Visitors (All ages) to Western Australia





MANAGING THE PARTNERSHIP

- **Statewide Plan**

- **Nature Based Tourism
Strategy**

WINNING THE MARKETING WAR



- **Strategy/Clear Positioning**
- **Good understanding of the target market “wants”**
- **Constant refinement of product in light of customer needs**
- **Quality**

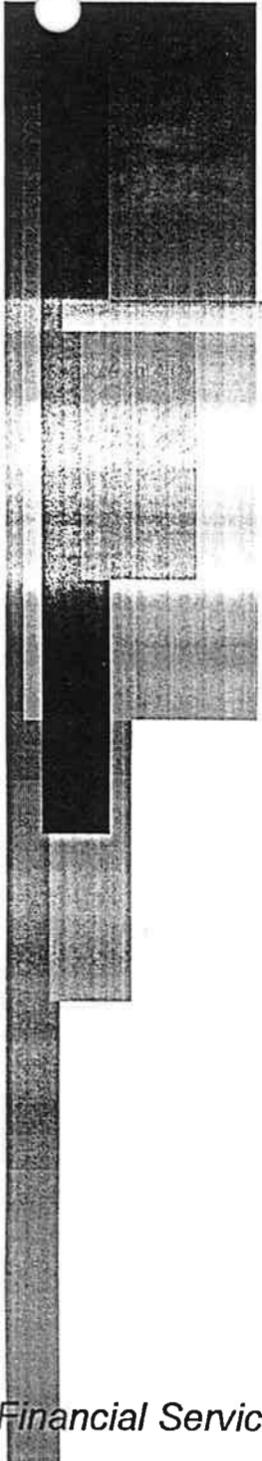


**“WORD OF MOUTH” IS
STILL THE BEST FORM OF
TOURISM ADVERTISING.**



EXPERIENCE ARCHITECTS

Funding the Recreation and Tourism Program
Mark Neilson and Jim Sharp



*Recreation and Tourism -
“Cruel” Accounting*

*A case of practising random acts
of depreciation and senseless
reporting*

Overview

- *"Crucial" accounting*
- *1996/97 budget process*
- *OBB*
- *Self funding model*
- *R&T a growth "core business" for CALM*

accrual versus cash

Money in/out vs. placing costs and revenue in the period to which they relate

- *Capitalise assets and depreciate over their lifetime*
- *Looks at whether capital base is eroding (trade off between depreciation and maintenance)*

Assets & your Program

- Accrual accounting places emphasis on capitalising assets and depreciating over lifetime*
- RATS will allow accurate asset register to be developed*
- RATS will promote asset management (show maintenance costs of facilities)*

Program Funding

- Purpose based resource allocation approach in State public sector*
- *Introduced in 1989*
- *Funding and reporting is still “input” based but commentary is “output” based*
- *Next stage is “OBB”*

BB (Output Based Budgeting)

- *Announced by Treasury in May 1996 with phased implementation*
- *New public sector management model*
- *Evolution of program management*
- *Requires definition of outputs by agency*
- *Funding is on a “per unit output” basis rather than input (number of FTE’s/materials etc) basis*

BB (cont.)

- *Introduced in N.Z.*
- *Makes governments and agencies responsible for outcomes/outputs*
- *Government in effect “purchases” outputs from agencies to achieve policy “outcomes”*
- *Extension of OBB is to apply to internal funding allocation process*

96/97 Budget Process

- *Provide standard format on a spreadsheet*
- *Standard rates*
- *Clearly separate inputs/outputs*
- *Ease of consolidation*
- *Load budget into Oracle 1/7/96*
- *Zero based approach*

96/97 Budget (Cont.)

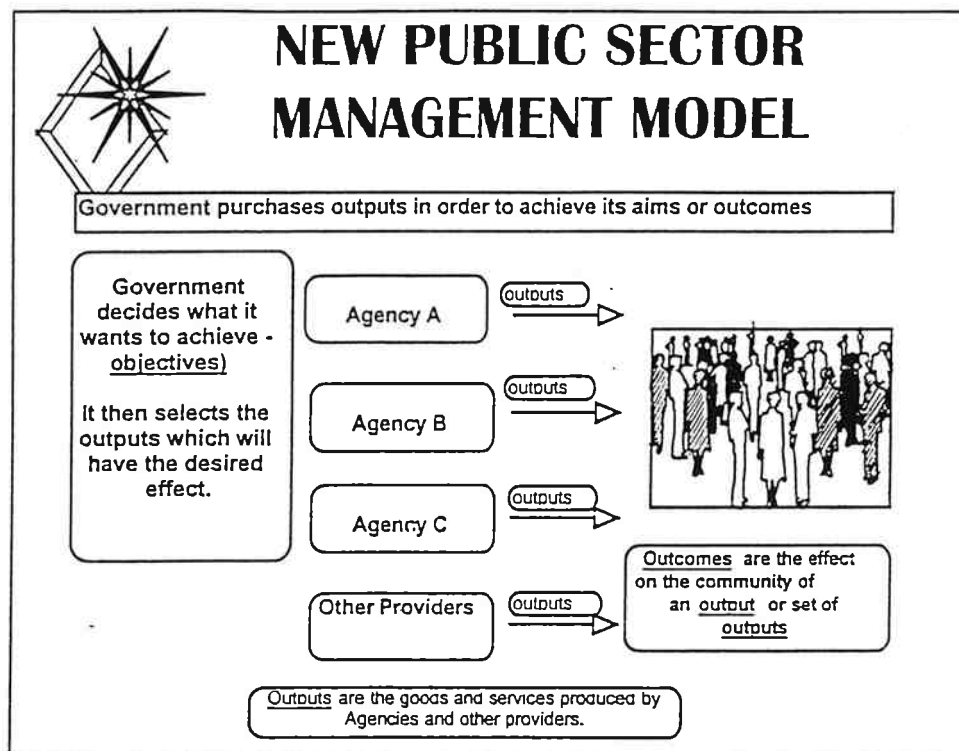
- *Identify “essential” funding to meet constraints imposed by fire fighting requirements*
- *Compare with projected revenue*
- *Any surplus allocated to fund separate “new initiatives” list*
- *Currently being discussed by Corp Exec*

CALM as an independent business

- *Self funding model for CALM / programs*
- *Net appropriation agreement / incentive scheme*
- *Accrual Accounting - full costing of services*

Summary

- *CALM / R&T moving to self sufficiency*
- *Accrual accounting to show full cost of services*
- *RATIS useful for showing “capital maintenance”*
- *Program budgeting evolving to OBB*
- *R&T program a “core business” of CALM with good growth prospects*



The new public sector management model makes **government and agencies accountable respectively for delivering outcomes and outputs**. That is it focuses primarily on the results achieved, rather than the resources consumed.

It requires the government to decide what it wants to achieve (ie. **objectives**). The Government then selects (or purchases) the outputs which it believes will have the desired effects (**outcomes**) on the community.

Ideally these **outputs** may be obtained from a range of agencies and other providers and produced in a contestable environment.

OBB is the process of allocating resources (capital and recurrent) to specified outputs. Agencies will therefore have to focus on becoming product/service oriented and agency managers will have to manage their organisations on more business like lines.

Managing Visitor Risks in Natural Areas
David Burton



Managing visitor risks in natural areas - a lawyer's perspective

David Burton

***Paper presented to Department of Conservation
and Land Management,
Recreation & Tourism Programme Workshop,
Point Walter Conference Centre***

21-24 May 1996

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Managing visitor risks in natural areas - a lawyer's perspective

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Introduction to the speaker

David Burton graduated from the University of Cape Town with a Bachelor of Arts Degree and a Bachelor of Laws. He then obtained a Bachelor of Arts (Honours) degree with distinction from the University of Rhodes. He practised initially as a solicitor and then later as a barrister at the Cape Town Bar before emigrating to Perth in November 1986. David joined Phillips Fox in January 1989 and was made a partner in 1991.



He is a senior litigation partner in the insurance division of Phillips Fox. David has over 14 years experience as a trial barrister in the South African and Western Australian courts. He acts for and advises a large number of insurers in the conduct and management of workers' compensation, public and product liability and employer's liability disputes.

David has presented and published a number of papers on public, product liability, personal injury and workers' compensation liability.

David is a keen surfer and has a great love for the outdoors. He regularly travels with his family to visit and enjoy the great waves, wine and the outdoors in the Margaret River-Yallingup area.

David has a special legal interest in occupier's and public liability claims.

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Introduction

The nature and scope of the law of negligence has continued to grow in Australia since the 1980's and the liability of public authorities to those who are injured whilst on land owned or occupied by that authority has increased enormously over the last decade. The trend of current case law is disturbing.

In *Schiller v Council of the Shire of Mulgrave* the local authority, the trustee of a scenic reserve, was held liable to the plaintiff, a tourist, who was injured on the lower track when a large dead tree, which had been standing 35 feet into the forest from the track, fell on him without warning. The local authority was held liable because it failed to have in place any system for the detection and removal of dead trees that were in reasonable proximity to a track that was regularly frequented by visitors. In *Haines v Bendall* the local authority was held liable for failing to remove an overhanging branch in a natural pool upon which the plaintiff had swung, lost his balance and fallen into the pool and struck his head on a submerged rock thereby rendering him a quadriplegic. The High Court held that the local authority breached its duty of care in failing to remove the overhanging branch (which was done after the plaintiff's injury) and in failing to post warning signs of the variable depth of water, the uncertain nature of the bottom of the pool or against jumping or diving into the pool. Similarly, in the controversial case of *Nagle v Rottnest Island Authority* the High Court found that the Rottnest Island Board was liable because it had failed to install or erect adequate warning signs giving a warning that the ledge was unsafe for diving. The plaintiff had visited a natural swimming pool on the island, had dived off a natural rock ledge and struck submerged rocks thereby becoming a quadriplegic. Following *Nagle's* case, the Supreme Court of Western Australia upheld the trial judge's decision in the case of *Dale v State of Western Australia* in which the State was held liable because it had failed to provide any or sufficient warning signs as to the dangers of diving in the area.

These cases are a chilling indicator of the alarmingly high standard of care the courts are now placing upon public authorities with regard to their duty of care owed to visitors who enter premises occupied or controlled by them.

By their nature, public authorities make attractive defendants. "They are easily identifiable and do not have the annoying characteristics of dying or going into liquidation. Rightly or wrongly, they are often perceived to be the holders of limitless funds."¹ Furthermore, the public at large are becoming increasingly more aware of their legal rights and are demonstrating a greater willingness to institute legal proceedings and enforce their rights. What is apparent, is that liability in negligence and under the Occupiers' Act is being imposed on an increasing scale to a wider category of persons and institutions and the general community is becoming increasingly more litigious. This is leading to an ever increasing surge in the number of claims made in this field. In this paper I discuss the nature of public authorities, the elements of legal liability in negligence and under the Occupiers' Liability Act, the defences available, provide an overview of recent trends and decisions in the area, and conclude by way of some comments on risk and claims management. It is hoped that this paper will provide a practical and broad overview of recent trends and decisions in this area of law.

Public authorities

What is a public authority?

In general terms, government or public authorities are those bodies which derive their existence, function and powers from statute: *Melbourne City Council v State Superannuation Board of Victoria*². The terms 'public authority' or 'government authority' are used to describe any individual person or body which performs what might be referred to as a 'public function'. A statutory authority has been defined as follows:

*"An office organisation, corporate or unincorporated, constituted by or pursuant to powers confirmed by an Act of Parliament whose function and authority are derived wholly or principally from an Act of Parliament or from subordinate legislation made thereunder."*³

The term public authority may be used to describe any entity entrusted with the statutory power and duties for the public good. Accordingly, for convenience, the term public authority will be used to cover both government authorities and local authorities such as local councils and shires.

Public authorities as occupiers

The law governing the liability of occupiers is frequently applied against public authorities in their capacity as occupiers of public property. The occupation and control of premises brings with it duties owed towards visitors who enter those premises. In *Schiller v Mulgrave Shire Council* Barwick CJ considered that the liability of the public authority in that case stemmed not only from its occupation of land but from the exercise of its statutory powers as well.

"For my part, the capacity to care for and control the reserve was in this case the source of duty. Whilst it is convenient perhaps to refer to the respondent as the occupier of land, I would prefer to describe it as the trustee having the care, control and management of the reserve. The capacity for care, control and management derived from that trusteeship clearly extended in this case to the whole of the area. Consequently, in my opinion, the source of liability in this case is the statutory power and duty of care, control and management and not merely the occupation of land." (my emphasis)⁴

If a public authority exercises some degree of control over the land then the courts will find that it was the occupier of the land and therefore would owe a duty of care to visitors entering or using that land:

²(1992) 77 LGRA 245.

³This definition was formulated by Professor Enid Campbell and relied upon by the government in *Statutory Authorities of the Commonwealth: 2nd Report*, October 1979. See also the discussion on this topic in *Laws of Australia, Government Authorities*, The Law Book Company Ltd, 27.9.

"The control by statutory body of premises used by the public constitutes, in my opinion, the "occupation" of them by that body. ... When land to be used for public purposes is placed under the control of a statutory body then, whether the measure of its duty to persons using the land is or is not identical with that of an occupier of private land, the fact that it has control and that it alone has the means of securing the users of the land against injury provides a basis for holding that a duty of care is cast upon it." (my emphasis)⁵

Liability of public authorities

As a general rule, the ordinary principles of the law of negligence apply to public authorities rendering them liable for damage caused by a negligent failure to act when under a duty to act, or by negligent failure to consider whether to exercise for the public interest a conferred power, or by persons relying on the negligent use of such a power: See *Sutherland SCvHeyman*⁶. In this case, Mason J at 459-460 said:

"Generally speaking, a public authority which is under no statutory obligation to exercise a power comes under no common law duty of care to do so ... But an authority may by its conduct place itself in such a position that it attracts a duty of care which calls for exercise of the power. A common illustration is provided by the cases in which an authority in the exercise of its functions has created a danger, thereby subjecting itself to a duty of care for the safety of others which must be discharged by an exercise of its statutory powers or by giving a warning ..."

In *Heyman's* case, Brennan J said at 479:

"Where a person, whether a public authority or not, and whether acting in exercise of a statutory power or not, does something which creates or increases the risk of injury to another, he brings himself into such a relationship with the other that he is bound to do what is reasonable to prevent the occurrence of that injury unless statute excludes the duty. An omission to do what is reasonable in such a case is negligent whether or not the person who makes the omission is liable for any damage caused by their antecedent act which created or increased the risk of injury."

Generally speaking, the liability of public authorities will be determined according to claims based in negligence or breach of statutory duty or in nuisance.

⁵*Schiller v Council of the Shire of Mulgrave* 1972, 129 CLR at 120.

⁵*Schiller's case*, Walsh J at p124.

⁶(1985) 59 ALJR 564.

Elements of legal liability

Negligence

The tort of negligence comprises four elements:

- the plaintiff has sustained injury, loss or damage;
- the defendant owed the plaintiff a duty of care;
- the defendant breached the duty of care owed to the plaintiff;
- the plaintiff's injuries, loss or damage were caused or materially contributed to by the defendant's breach of duty.

In order for the plaintiff to establish that a defendant owed him or her a duty of care it is necessary for the plaintiff to satisfy the requirements of:

- reasonable foreseeability (as judged from the position of a reasonable person in the position of the defendant before the injury occurred); and
- the issue of proximity.

The modern law of negligence stems from the leading judgment of Lord Atkin in the famous case of *Donoghue v Stevenson*⁷. In *Donoghue's* case the plaintiff purchased a ginger beer and drank some of the contents of the bottle. However, she noticed that whilst the remainder of the contents of the bottle were poured into a tumbler, a snail, which was in a state of decomposition, floated out of the bottle. The plaintiff suffered from shock and severe gastro-enteritis. She succeeded in a claim for damages against the manufacturer of the ginger beer bottle. The English House of Lords reasoned that the manufacturer of an article of food, medicine or the like was under a legal duty to the ultimate purchaser or consumer and has to take reasonable care to ensure that the article was free from defect likely to cause injury to the health of consumers. In this judgment, Lord Atkin formulated the famous "Good Samaritan" principles that developed the modern common law of negligence. Lord Atkin reasoned as follows:

"The rule that you are to love your neighbour becomes in law, you must not injure your neighbour; and the lawyer's question, Who is my neighbour? receives a restricted reply. You must take reasonable care to avoid acts or omissions which you can reasonably foresee would be likely to injure your neighbour. Who, then, in law is my neighbour? The answer seems to be - persons who are so closely and directly affected by my act that I ought reasonably to have them in contemplation as being so affected when I am directing my mind to the acts or omissions which are called in question."

⁷[1932] AC 562 at 580.

It is important to note that the common law imposes no general duty to avoid loss or injury to another merely because it is reasonably foreseeable that one's actions or omissions are likely to cause it. What the courts have required is that the plaintiff has to prove and establish the further and important element of proximity:

"Such a duty arises and such liability exists under the common law only if there be the requisite element of proximity in the relationship between the parties with respect to the relevant act or omission: The injured party must be "so closely and directly affected by my act" that the law adjudges that "I ought reasonably to have [him or her] in contemplation as being so affected when I am directing my mind to the acts or omissions which are called in question": per Lord Atkin, Donoghue v Stevenson. Reasonable foreseeability of loss or injury to another is an indication and, in the more settled areas of the law of negligence involving ordinary physical injury or damage caused by the direct impact of positive act, commonly inadequate indication that the requirement of proximity is satisfied. Lord Atkin's notions of reasonable foreseeability and proximity were however distinct and the requirement of proximity remains as the touchstone and control of the categories of cases in cases which the common law of negligence will admit the existence of a duty of care".⁸

Accordingly, the common law requires that not only must a plaintiff establish that the injury or harm was reasonably foreseeable in all the circumstances by the defendant but that the defendant also owed the plaintiff a duty of care because of the nature of the relationship between the parties. If the plaintiff cannot establish a sufficient relationship of proximity or closeness or "neighbourhood" then the plaintiff will be unable to prove that the defendant owed the plaintiff a duty of care.⁹

⁸Heyman's case, per Deane J at 495.

⁹In Heyman's case, Deane J elaborated the notion of proximity at some length:

"The requirement of proximity is directed to the relationship between the parties in so far as it is relevant to the allegedly negligent act or omission of the defendant and the loss or injury sustained by the plaintiff. It involves the notion of nearness or closeness and embraces physical proximity (in the sense of space and time) between the person or property of the plaintiff and the person or property of the defendant, circumstantial proximity such as an overriding relationship of employer and employee or of a professional man and his client and what may (perhaps loosely) be referred to as casual proximity in the sense of the closeness or directness of the casual connexion or relationship between the particular act or course of conduct and the loss or injury sustained. It may reflect an assumption by one party of a responsibility to take care to avoid or prevent injury, loss or damage to the person or property of another or reliance by one party upon such care being taken by the other in circumstances where the other party knew or ought to have known of that reliance. Both the identity and the relative importance of the factors which are determinative of an issue of proximity are likely to vary in different categories of case. That does not mean that there is scope for decision by reference to idiosyncratic notions of justice or morality or that it is a proper approach to treat the requirement of proximity as a question of fact to be resolved merely by reference to the relationship between the plaintiff and the defendant in the particular circumstances. The requirement of a relationship of proximity serves as a touchstone and control of the categories of case in which the common law will adjudge that a duty of care is owed. Given the general circumstances of a case in a new or developing area of the law of negligence, the question what (if any) combination or combinations of factors will satisfy the requirement of proximity is a question of law to be resolved by the processes of legal reasoning, induction and deduction. On the other hand, the identification of the content of that requirement in such an area should not be either ostensibly or actually divorced from notions of what is "fair and reasonable" (cf per Lord Morris of Borth-y-Gest, Dorset Yacht Co v Home Office (89) and per Lord Keith of Kinkaid, Peabody Fund v Parkinson (90)), or from the considerations of public policy which underlie and enlighten the existence and content of the requirement."

With regard to public authorities, Deane J in *Heyman's* case said that the categories of case in which such proximity of relationship will be found to exist are - "largely confined to cases involving reliance by one party upon care being taken by the other in the discharge or performance of statutory powers, duties or functions or of powers, duties or functions arising from or involved in the holding of an office or the position occupation of property".

The law of negligence was significantly extended following the High Court's decision in *Hackshaw v Shaw*¹⁰ and the *Council of the Shire of Wyong v Shirt* ("Shirt's case")¹¹. In *Shirt's* case, the plaintiff was an inexperienced water skier who fell in shallow water in the vicinity of an ambiguously placed "deep water" sign and struck his head on the bed of the lake thereby suffering quadriplegic paralysis. The plaintiff succeeded in a negligence action against the local council. In finding against the local council, Mason J formulated what later became the leading judgment in determining as to whether or not a defendant had breached his or her duty of care. Mason J's formulation has been "slavishly followed"¹² by all the superior courts in Australia and this formulation has played a significant role in extending the scope of liability.

Mason J on p47 approached the question of breach of duty as follows:

"In deciding whether there has been a breach of the duty of care the tribunal of fact must first ask itself whether a reasonable man in the defendant's position would have foreseen that his conduct involved a risk of injury to the plaintiff or to a class of persons including the plaintiff. If the answer be in the affirmative, it is then for the tribunal of fact to determine what a reasonable man would do by way of response to the risk. The perception of the reasonable man's response calls for a consideration of the magnitude of the risk and the degree of the probability of its occurrence, along with the expense, difficulty and inconvenience of taking alleviating action and any other conflicting responsibilities which the defendant may have. It is only when these matters are balanced out that the tribunal of fact can confidently assert what is the standard of response to be ascribed to the reasonable man placed in the defendant's position."

The considerations to which I have referred indicate that a risk of injury which is remote in the sense that it is extremely unlikely to occur may nevertheless constitute a foreseeable risk. A risk which is not far-fetched or fanciful is real and therefore foreseeable. But, as we have seen, the existence of a foreseeable risk of injury does not in itself dispose of the question of breach of duty. The magnitude of the risk and its degree of probability remain to be considered with other relevant factors." (my emphasis)

¹⁰(1984) Aust Tort Reports 80-312.

¹¹[1979-1980] 146 CLR at 41.

¹²See *Jaenke v Hinton* (1995) Aust Torts Reports 81-368 per Thomas J at 62,808.

In *Shirt's* case, the local council was held liable because the sign it had placed in the lake was misleading and ambiguous. The sign was misleading because it could be read as an indication that there was a zone of deep water beyond the sign rather than in front of it and that a water skier, so reading the sign, might be induced to ski in that zone of water, mistakenly believing it to be deep. The danger of this case indicates that a public authority may be liable either for not placing a sign or if it does place a sign, attract liability because of the inadequacies of the warning displayed on the sign or where it is located. This case illustrates the "Catch 22" situation public authorities may find themselves placed in, in that they are 'damned if they do and damned if they don't'. If they do not place a sign warning against relevant risks or hazards they may be found liable and if they do place a sign they may be found liable because of the inadequacies of the warning contained in the notice or sign.

In determining the question of breach of duty, applying the reasoning adopted by Mason J in *Shirt's* case, the courts usually take into consideration the following factors in every case: —

- whether there were any and what precautions that could have been taken to avoid or reduce the risk of occurrence of a harmful event or injury;
- the degree of probability that an injury or harm might occur if the suggested precautionary steps were not taken;
- the magnitude or seriousness of an injury if an injury does occur;
- the increasingly demanding community expectations of the degree of care required by the defendant in the circumstances of the case;
- the difficulty, inconvenience and expense of taking alleviating action and any other conflicting responsibilities which the defendant may have.

In establishing liability in negligence it is also important for the plaintiff to prove that his or her injuries, loss or damage were actually caused or materially contributed to by the defendant's negligence or breach of duty. For instance, Judge Nicholson of the Supreme Court of Western Australia dismissed the case against the defendant in the matter of *Nagle v Rottneest Island Authority* on the grounds that the plaintiff had failed to establish the relevant element of causation - namely - that the defendant's failure to warn him of the danger of diving from the rock ledge caused or contributed to his injuries. Judge Nicholson reasoned that as the plaintiff was aware of the presence of rocks before he dived, the provision of a sign or warning of the presence of rocks would not have added to his state of knowledge or prevented him from diving into the ocean. This decision was overturned by the High Court.

Even if a plaintiff's own negligence contributed to his injuries, the plaintiff may still be entitled to claim common law damages if he can prove a breach of duty against the defendant. In such a situation, the plaintiff's damages will be reduced in proportion to the degree of culpability a court would consider as just and fair in all the circumstances. The Law Reform (Contributory Negligence & Tortfeasors' Contribution) Act confers the power on a court to reduce the damages recoverable by a plaintiff to such an extent as the court thinks just in accordance with the degree of negligence attributable to the plaintiff and any other tortfeasors. For contributory

negligence to be established, it is necessary to prove that the plaintiff's conduct went beyond mere negligence. The task of apportioning contributory negligence was discussed by the High Court in *Podrebersek v Australian Iron & Steel Pty Ltd*¹³. In a joint judgment Gibbs CJ, Mason, Wilson, Brennan and Deane JJ said, at 494:

"The making of an apportionment as between a plaintiff and a defendant of the respective shares and responsibility for the damage involves a comparison both of culpability, ie of the degree of departure from the standard of care of the reasonable man ... and of the relative importance of the acts of the parties in causing the damage ... It is the whole conduct of each negligent party in relation to the circumstances of the accident which must be subjected to comparative examination. The significance of the various elements involved in such an examination will vary from case to case; for example, the circumstances of some cases may be such that a comparison of the relative importance of the acts of the parties in causing the damage will be of little, if any, importance." (my emphasis)

It should be noted that with regard to quadriplegic claims arising out of diving or swimming incidents, the courts are most reluctant to award contributory negligence against the plaintiff. For instance, in both *Nagle* and *Dale*'s case the Full Court of the Supreme Court of Western Australia refused to reduce the plaintiff's damages by any amount for contributory negligence.

It is important to have a reasonable understanding of the principles of common law negligence as liability under the Occupiers' Liability Act is now determined according to the ordinary principles of common law negligence. See *Australian Safeway Stores v Zaluzna*.

Occupiers' Liability Act

The Occupiers' Liability Act No 52 of 1985 ("the Act") was enacted in Western Australia and became operative on 25 November 1985. It is beyond the scope of this paper to provide a detailed or exhaustive analysis of the relevant provisions of the Act. Suffice to say, it is a significant piece of legislation and according to s3 of the Act it binds the Crown and hence government authorities. Prior to the enactment of the Act, the law was governed by the rules laid down in the leading English case of *Indermaur v Dames* (1866). This case determined that the occupier of premises owed a specific duty of care dependent upon the specific category or class of visitor eg licensee, invitee etc.¹⁴

¹³(1985) 59 ALJR 492.

¹⁴For instance, the highest degree of care was owed by the occupier to one who entered pursuant to a contract eg a guest in a hotel. A lower duty was owed to the "invitee", that is a person who (without any contract) entered on business of interest both to himself and the occupier eg a customer coming into a shop to view the wares etc. A lower duty was owed to the "licensee" a person who entered with the occupier's express or implied permission but without any community of interest with the occupier. Lastly, there was a trespasser, to whom under the original common law there was owed only a duty to abstain from deliberate or reckless injury.

In a series of decisions¹⁵ the High Court finally followed the English approach and abolished the common law distinction between the various categories of entrants on premises and substituted for it a single common law duty of care owed by the occupier to his "visitors" pursuant to the principles of negligence laid down in *Donoghue v Stevenson*. In an earlier decision of *Hackshaw v Shaw Deane J* was one step ahead of the other members of the High Court. In that decision he reasoned that the duty of care owed by the occupier to entrants was no different from the ordinary duty of care owed at common law as laid down in *Donoghue v Stevenson*.

In *Hackshaw's* case Deane J said:

"... It is not necessary, in an action in negligence against an occupier, to go through the procedure of considering whether either one or other or both owe a special duty qua occupier and an ordinary duty of care was owed. All that is necessary is to determine whether, in all the relevant circumstances including the fact of the defendant's occupation of premises and the manner of the plaintiff's entry upon them, the defendant owed a duty of care under the ordinary principles of negligence to the plaintiff. A prerequisite of any such duty is that there be a necessary degree of proximity of relationship. The touchstone of its existence is that there be reasonable foreseeability of a real risk of injury to the visitor or to the class of person of which the visitor is a member. The measure of the discharge of the duty is what a reasonable man would, in the circumstances, do by way of response to the foreseeable risk." (my emphasis)

Following *Hackshaw v Shaw* the High Court adopted and affirmed the approach adopted by Deane J in *Australian Safeway Stores Pty Ltd v Zaluzna*¹⁶. *Zaluzna* was a landmark decision which completely remodelled the law of occupiers' liability. However, Western Australia was the second Australian jurisdiction to enact reforming legislation based upon the English model first adopted in England in 1957. The State of Victoria had enacted similar legislation in 1983. In *Zaluzna's* case the High Court accepted that a general duty of care would now replace the very special duties of care owed to the specific categories of entrants. In a joint judgment of Mason, Wilson, Deane and Dawson JJ the High Court concluded as follows:

*"... There remains neither warrant nor reason for continuing to search for fine distinctions between the so-called special duty annunciated by Willis J [in *Indermaur v Dames*] and the general duty established by *Donoghue v Stevenson*. The same is true of the so-called special duties that rested on an occupier of land with respect to persons entering as licensees or trespassers."*¹⁷

¹⁵*Commissioner for Railways v MacDermott* (1967) 1 AC 169; *Public Transport Commission of New South Wales v Perry* (1976) 137 CLR 107; *Hackshaw v Shaw* (1984) 155 CLR 614; *Papatonakis v Australian Telecommunications Commission* (1985) 156 CLR 7 and *Australian Safeway Stores Pty Ltd v Zaluzna* 162 CLR at 479.

¹⁶(1987) 69 ALR 615.

¹⁷*Ibid*, 619-20.

In summary, the law of occupiers' liability is now to be determined according to the ordinary principles of common law negligence. As stated by Cox J in *Chicco v The Corporation of the City of Woodville*¹⁸ at page 81-028:

"The general duty is now seen to be adequate for all cases - the duty of an occupier to take reasonable care to avoid a foreseeable risk of injury to a person who enters upon his land."

Liability will now be determined by way of a two step approach:

- whether there was a "reasonable foreseeability of a real risk of injury to the visitor"; and
- whether the defendant had discharged its duty to the visitor by doing "what a reasonable man would do by way of response to the foreseeable risk". See *Hackshaw v Shaw per Deane J* at 662-663.

Scope of the Act

The key provisions of the WA Act are sections 4 and 5. Section 5 imposes a duty on the occupier of premises and s4 determines the ambit of that duty. Section 4 stipulates that ss5-7 shall have effect, in place of the rules of a common law, for the purpose of determining the care which an occupier of premises is required, by reason of the occupation or control of the premises, to show towards a person entering on the premises in respect of dangers ... which are due to the state of the premises or to anything done or omitted to be done on the premises and for which the occupier of premises is by law responsible.

Who is an occupier?

According to s2 of the Act an occupier of premises is defined as a person occupying or having control of land or other premises. Premises are defined as including any fixed or moveable structure, including any vessel, vehicle or aircraft.

According to s4(2) the persons who are occupiers of premises for the purpose of the Act, are those persons who are occupiers of premises at common law. Accordingly, an occupier can be owner in occupation, a tenant, a licensee or any person who has the right to possession of the premises and the right to invite or permit any other person to come on to the premises. Occupation may be vested in a public body such as a local authority. However, a highway authority is not regarded as the occupier of a public road or footpath and highway authorities are still, under the current law, immune from liability for injuries caused by failure to maintain or repair the highway.¹⁹

Occupation is not exclusive and the same parts, or different parts, of the same premises may be occupied by different occupiers.²⁰

¹⁸(1990) Aust Torts Reports 81-028.

¹⁹See *Whiting v Hillingdon Londonborough Council* (1970) 68 LGR 437 and *Western Australian Law Reform Commission, Report on the Liability of Highway Authorities for Non-Feasance* (Project No 62, 1981) which recommended the abolishment of the non-feasance immunity.

²⁰*Wheat v E Lacon & Co* [1966] AC 552 in which it was held that a firm of brewers, the owner of an inn, were occupiers of the whole of the premises, though their servants, the licensees, were occupiers of the residential part of the premises. See also *Halsbury's, Laws of England*, Vol 34, para 19.

Who are 'visitors'?

Unlike the English legislation, the West Australian Act does not use the term "visitors" but refers to "persons entering on the premises". Section 5 determines the liability of the occupiers to persons entering on the premises in respect of "dangers" which are due to the state of the premises or to anything done or omitted to be done on the premises and for which the occupier by law is responsible. The WA Act has adopted a more extensive approach by including within its scope all entrants and not merely lawful visitors. Accordingly, a trespasser or someone who does not have a lawful right to enter the premises also has rights under the Act.²¹

Dangers

A duty of care only arises if a danger exists in relation to the state or condition of the premises or anything done or omitted to be done on the premises. No duty of care arises unless and until the plaintiff can prove a "danger" on the premises.²²

Duty of care of occupier

The duty of care of the occupier is set out in s5 of the Act. In summary, the occupier's duty of care is required to be "*such care as in all the circumstances of the case is reasonable to see that that person will not suffer injury or damage by reason of any such danger*".

It is important to note that:

- the duty of care which the occupier by law is responsible may be modified, or restricted by agreement or otherwise;²³
- the duty of care does not apply in respect of risks willingly assumed by the person entering on the premises but the occupier has a duty not to create a danger with a deliberate intent of doing harm or damage to the person or his property and not to act with reckless disregard of the presence of the person or his property.

The occupier owes a "lesser" standard of care to a person entering his premises for the purpose of committing an offence punishable by imprisonment. In such a situation, the occupier owes the visitor a lower standard of care as stipulated in s5(2) of the Act.

²¹See *Bryant v Fawdon* in which a trespasser, who illegally gained entry to the premises in order to use a toilet, sued the occupier for damages. *Wallwork J* found in favour of the trespasser but *Murray and White JJ* of the WA Supreme Court dismissed the plaintiff's cause of action against the occupier.

²²See *Schmitz v Pilpel* (1980) *Aust Torts Reports* in which a ladder used by the plaintiff at a bookshop was not found to constitute a danger and hence her claim was dismissed.

²³Section 5 of the Act stipulates that the occupier will be liable except, in so far as he is entitled to and does "*extend, restrict, modify or exclude by agreement or otherwise, his obligation towards that person ...*".

Section 5(4) sets out certain guidelines which should be taken into consideration when determining as to whether or not the occupier has discharged the duty of care. These considerations are the following:

- the gravity and likelihood of the probable injury;
- the circumstances of the entry onto the premises;
- the nature of the premises;
- the knowledge which the occupier of premises has or ought to have of the likelihood of persons or property being on the premises;
- the age of the person entering the premises;
- the ability of the person entering the premises to appreciate the danger; and
- the burden on the occupier of eliminating the danger or protecting the person entering the premises from the danger as compared to the risk of the danger to the person.

In many respects, the above criteria amount to nothing more or less than the balancing act required by any judge in determining the breach of duty question as laid down in Mason J's test in *Wyong Shire Council v Shirt*. In determining this question, the courts will consider the foreseeability of the potential harm or injury, the magnitude and seriousness of the injury or harm, the probability of its occurrence as balanced against the difficulty, inconvenience, impracticability or cost of taking alleviating action.

There is some conflict in the law of Western Australia as to whether or not s5 of the Act imposes breach of a statutory duty of care or amounts to a separate cause of action based on negligence. In *Westralian Caterers Pty Ltd v Eastmet Ltd*²⁴ Chief Justice Malcolm held that there was nothing in the Act which would have "the effect that the cause of action in negligence at common law against occupiers has been converted into a cause of action for breach of statutory duty".

However, in *Tonich v Macaw Nominees Pty Ltd*²⁵ Anderson J found to the contrary. Surprisingly, Malcolm CJ also presided on that court and stated that he was in "entire agreement" with the reasons provided by Anderson J. On p13 of his judgment, Anderson J said as follows:

²⁴Unreported decision of the Supreme Court of Western Australia, delivered 6 October 1992 in Appeal No 69 of 1992.

²⁵Unreported decision of the Full Court of the Supreme Court of Western Australia, delivered 11 March 1994 in Appeal No 98 of 1993.

"In my opinion, the Occupiers' Liability Act leaves no room for the operation of the doctrines of the common law as regards the duty of care that is owed by an occupier to an entrant. It is no longer the common law that imposes the duty but the statute and the nature and extent of the duty is defined by the statute. In so far as para 6 of the statement of claim seeks to plead a separate cause of action based upon common law principles, or seeks to invoke those principles in aid of the action based upon the statute, it is misconceived and discloses no cause of action.

The duty upon the respondent was the duty imposed by the statute."

Occupiers' liability may be excluded if negligence of independent contractor

Section 6(1) of the Act provides that an occupier is not liable where the damage is due to the negligence of an independent contractor engaged by the occupier if the occupier exercised reasonable care in the selection and supervision of the independent contractor and it was reasonable in all the circumstances that the work that the independent contractor was engaged to do should have been undertaken.

Exclusion of liability limited

Section 7(1) of the Act stipulates that the liability of an occupier shall not be restricted or excluded by the provisions of contract to which the person to whom the duty is owed is not a party to the contract, whether or not the occupier of premises is bound by the contract to permit such a person to enter or use the premises. Accordingly, it is arguable that exclusion by disclaimer notice may not be possible if exclusion by contract is not possible because of the provisions of this section. The better view is that liability may be excluded by notice provided that all reasonable steps were taken to bring to the attention of the entrants the terms and conditions contained in the notice.

Employment relationship

Section 8(2) of the Act stipulates that the Act shall not be construed to affect the rights, duties and liabilities arising from an employer and employee relationship where it exists.

Duty of care of landlord

Section 9(1) of the Act stipulates that where premises occupied or used by virtue of a tenancy under which the landlord is responsible for the maintenance or repair of the premises, it shall be the duty of the landlord to show towards any person who may from time to time be on the premises the same care in respect of dangers arising from any failure on his part in carrying out his responsibilities of maintenance and repair of the premises as is required under the Act. Similarly, the same responsibilities apply to any sub-tenancy arrangements.

Contributory negligence

Section 10 of the Act stipulates that the Law Reform (Contributory Negligence & Tortfeasors' Contribution) Act 1947 applies to claims under this Act. Whether or not the breach of duty is based in negligence or for breach of statutory duty is not strictly relevant. In either case the Contributory Negligence Act should apply.

Defences

Contributory negligence

As previously discussed, pursuant to the Contributory Negligence Act 1947 a plaintiff's claim for damages may be reduced by the extent to which a court attributes culpability to his conduct and the importance of his or her acts in causing or contributing towards the accident or damage. An error of judgment, mere inadvertence or thoughtlessness will not be regarded as negligence. The plaintiff's award of damages will be reduced in proportion to the degree of culpability a court would consider as *just and fair* in all the circumstances. For a more detailed discussion of this topic see *Miranda v H B Brady & Co Pty Ltd*²⁶. The Supreme Court of Western Australia has shown a reluctance in reducing the plaintiff's damages by reason of contributory negligence where the plaintiff has sustained grievous or serious injuries.²⁷

Voluntary assumption of risk

In order to succeed in this defence, it is necessary for the defendant to prove on the balance of probabilities, that the plaintiff was aware of the risks constituting the danger, that the plaintiff fully appreciated the danger inherent in the factual circumstances and that he deliberately submitted himself to the danger freely and willingly.²⁸ Because the assumption of risk is a complete defence, courts have tended to adopt a strict interpretation of the requirements in order to exclude its operation and give the court some flexibility to award the plaintiff a proportion of his damages and satisfy the defendant by an award of contributory negligence.

In *Wilmot v The State of South Australia*²⁹ the plaintiff was an inexperienced female trail bike rider who was seriously injured when she fell off her trail bike whilst riding around an area of unalienated Crown land. Trail bike riders in general nor the plaintiff in particular had been invited or encouraged to ride their bikes on the land. DeBelle J found that:

*"The trail bike riders who came to the site voluntarily accepted the risks involved in undertaking that activity."*³⁰

²⁶Unreported decision of the Full Court of Western Australia, delivered 1 September 1994, in Appeal No 103 of 1993.

²⁷In a number of paraplegic and quadriplegic cases the courts have refused to make any finding of contributory negligence against the plaintiff. See the cases of *Glasheen v The Council of the Municipality of Waverley* Aust Torts Reports 81-016, *Haines v Bendall* Aust Torts Reports 81-005, *Inverell Municipal Council v Pennington* Aust Torts Reports 81-234, *Nagle v Rottnest Island Authority*, *Dale v The State of Western Australia and Shire of Collie*, *Manly Municipal Council v Boylan*, unreported decision of the Supreme Court of New South Wales, Appeal No 40737 of 1993 delivered 15 June 1995.

²⁸*The Law of Torts in Australia*, 2nd ed, *Trindade & Cane* at 544.

²⁹(1993) Aust Torts Reports 81-259.

³⁰*DeBelle J dismissed the plaintiff's claim and came out strongly in support of the defendant as indicated by his reasoning:*

"I do not think that the occupier of land which is not inherently unsafe, who has done nothing to the land to render it unsafe, and who has done nothing to attract persons to his land should be liable to those who uninvited use the land for an activity which they know has the potential to cause injury to them. If that were not the position, the occupier of land would in effect become an insurer of all those who come onto the land to pursue that activity and it would be themselves aware of the risk of injury. I do not think the position should be any different where the occupier is aware that a potentially dangerous activity of this land is not infrequently conducted on his land by persons who come uninvited by him onto the land. Modern technology has developed a number of exciting forms of recreational vehicles and boats. The occupier of land should not be required to warn or prevent injury to those who uninvited use his land for the purpose of engaging in an activity which has an inherent element of danger of the self-evident risks of the activity particularly where the danger or the hazard involved is part of the attraction of that activity."

Contracting out of liability

Section 5(1) of the Act does allow an occupier to modify or exclude by agreement or otherwise his obligations towards a visitor on the premises. Note however that the Act only excludes liability in so far as the occupier is entitled to do so. The occupier is not entitled to exclude liability:

- where the visitor is not a party to the contract (s7);
- the occupier cannot exclude liability to persons who have a right to enter the premises, such exclusion being inconsistent with the conception of a right to enter;
- the occupier cannot exclude or restrict liability where the visitor has, in practical terms, no choice as to whether he or she enters the property;
- it would appear that the duty of "common humanity" owed to illegal entrants or trespassers represents a minimum legal standard which may not be excluded by agreement or notice to any visitor.³¹

In certain limited circumstances, it may be possible for an occupier to limit or exclude liability by way of contractual arrangements and exclusion clauses or notices. The wording contained in the disclaimer notice and the steps taken to bring such notice to the attention of entrants will be highly relevant in determining the legal validity of those arrangements. Furthermore, the exclusion clauses or notices have to be brought to the plaintiff's attention prior to and before the injury or loss was sustained. See also the defence under s6(1) of the Act where the occupier may be exempted from liability if the harm or injury caused to the visitor was due to the negligence of an independent contractor.

Illegality

The fact that the entrant was a trespasser, is not a complete defence. The common law (common humanity duty) and in particular s5(2) requires that the occupier owes a duty to a person not to create a danger with the deliberate intent of doing harm or damage to the person or his property and to act with reckless disregard of the presence of the person or his property. However, the occupier owes a lesser duty of care to any trespasser on his premises. See *Bryant v Fawdon Pty Ltd* and *Wilmot v State of South Australia*.

³¹See the general discussion contained in the informative article by Peter Hanford in *Occupiers' Liability Reform in Western Australia - and Elsewhere*, *Western Australian Law Review*, 1987, Vol 17 at 183 and 198.

Policy v Operational Considerations

Depending on the circumstances, an argument may be raised by the public authority that important economic and policy considerations should be taken into account by the court in determining the issue of liability. The argument is to the effect that if the public authority's decision was determined by economic and policy considerations in taking certain steps or failure to take certain steps, then such a decision may not be reviewed by the courts and does not give rise to a private cause of action against the public authority. The argument is that economic and policy considerations are not reviewable by the courts as they would amount to a policy decision on the part of the Government.

There is a considerable body of legal authority on this issue in the United States of America and it has not yet received adequate attention in Australian law. There is some recognition of this principle in the judgments of some members of the High Court in *Heyman's* case.³²

In *Wilmot v State of South Australia* Cox and Duggan JJ both acknowledged that the defendant could not be liable because its decision not to fence off or take remedial measures with regard to the Redbanks area concerned important policy and economic considerations made on the part of the relevant department. Cox J held that they "were not decisions which, in my opinion, the respondent may relevantly question in these proceedings." The evidence indicated that the Crown would incur considerable expenditure in either fencing or developing a managed trail bike park area. However, "the difficulty, inconvenience and expense argument" did not carry much weight with the High Court in *Schiller v The Shire of Mulgrave* (plaintiff struck by falling tree 35 feet into the dense rainforest from the track) or with the Supreme Court of New South Wales' decision of *Glasheen v Council of Municipality of Waverley* (14 year old girl struck by surfboard and rendered a quadriplegic) or by the Supreme Court of WA in *Dale v The State of Western Australia* (plaintiff struck submerged rock and rendered a quadriplegic when diving into a swimming area which was previously an open cut mine near Collie).

³²In *Heyman's* case, Deane J said (Aust. Torts Reports 80-322 at 68,317):

"The existence of liability on the part of a public governmental body to private individuals under those principles will commonly, as a matter of assumed legislative intent, be precluded in cases where what is involved are actions taken in exercise of policy-making powers and functions of a quasi-legislative character."

Mason J recognised that liability may not attach to policy-making decisions of the Government and said (Aust. Torts Reports page 68,299):

"The distinction between policy and operational factors is not easy to formulate, but the dividing line between them will be observed if we recognised that a public authority is under no duty of care in relation to decisions which involve or are dictated by financial, economic, social or political factors or constraints. Thus budgetary allocations and the constraints which they entail in terms of allocation of resources cannot be made the subject of a duty of care. But it may be otherwise when the courts are called upon to apply a standard of care to action or inaction that is merely the product of administrative direction, expert or professional opinion, technical standards or general standards of reasonableness."

Illustrative case law

Falling trees

In *Schiller v Council of the Shire Mulgrave* the plaintiff was injured when walking along a track in a scenic rainforest in Queensland when a tree collapsed and fell on him. The Shire Council acted as the trustee of the scenic reserve which consisted mainly of a dense rainforest, through which ran a creek which was a local tourist attraction. The Council had maintained a picnic area beside the creek as well as the track leading down to the creek. The track was well used and provided access to a popular tourist area. The tree in question was positioned 35 feet into the forest from the track.

The Court's Decision

The High Court found that the defendant was negligent on the grounds that the defendant should have had some system for the detection and removal of trees close enough to the track and that the trees could have been removed with the minimum of difficulty and expense.

Gibbs J said:

"... it was not justifiable for the Council to neglect the risk that persons using this track might be injured by falling trees. Its failure to cause dead trees standing near to the track to be removed amounted to a failure to take reasonable care to prevent injury to persons using the track. This of course is not to say that every person responsible for an area of rainforest must take steps to remove every dead tree, or even every dead tree growing near to a track. The nature of the area, the extent to which the public resort to it and the practicability of eliminating the risk, having regard to the expense, the funds available and the difficulty of the operation, have all to be considered."

Swimming and diving cases

Natural Areas

In the decisions of the *Council of the Shire of Wyong v Shirt*, *Glasheen v Council of the Municipality of Waverley*, *Haines v Bendall*, *Nagle v Rottnest Island Authority* and *Dale v State of Western Australia* the courts have all found against the defendant in which the plaintiffs' were rendered quadriplegics as a result of swimming or diving incidents in natural areas. These decisions have indicated a clear tendency on the part of the courts that where the plaintiffs have sustained serious or grievous injuries, the courts are more willing to impose an extremely high standard of care on the occupiers of the relevant premises. The trend of these decisions has been to establish liability on the basis of a failure to adequately warn by way of visual pictogram signs about the risks of diving or swimming in natural areas where there is a risk of shallow water or submerged rocks.

Council of the Shire of Wyong v Shirt

The Facts

The plaintiff, an experienced water skier, who was skiing on a lake in a circuit habitually used by water skiers fell and struck his head on the bed of the lake, thereby suffering quadriplegic paralysis. The depth of the water in the lake at the point where he fell was between 3½ and 4 feet. The lake was crown land and was administered by a government department. A local authority (Wyong S.C.) dredged a channel in the lake and erected 4 signs in the bed of the lake adjacent to the channel, each carrying the words "Deep Water". The plaintiff was in the vicinity of one of the signs when the accident occurred.

Court Decision

In a 4-1 majority (Wilson J dissenting) Steven, Mason, Murphy and Aickin JJ held that a reasonable man might well have concluded that the sign was ambiguous and that it could be read as an indication that there was a zone of deep water beyond the sign rather than in front of it and that a water skier, so reading the sign, might be induced to ski in that zone of water, mistakenly believing it to be deep.

This case indicates that the presence of a sign may well increase the potential liability of a public authority if the sign is inadequate or misleading or placed in an incorrect location. Accordingly, great care must be taken in the design, content, erection and placement of warning signs.

Glasheen v Council of Municipality of Waverley

The Facts

The plaintiff was rendered a quadriplegic when she was struck by a surfboard within the flagged area of Bondi Beach. At the time of the accident the sole beach inspector was 40 metres away from the flagged area. The flags designated the area within which the riding of surfboards was prohibited and the inspector in question was responsible for enforcing this rule.

Court Decision

The court found that the defendant, having been empowered to control the beach, had assumed the responsibility of taking positive steps which included the provision of beach inspectors. These inspectors were given the powers to regulate the behaviour of bathers and surfboard riders by marking out safe swimming areas, a permanent surfboard area and by impounding surfcraft found to be in the areas outside the specified areas for surfcraft. As a result the required relationship of proximity existed between the plaintiff and the defendant as there was an express invitation to those not on surfboards to utilise the flagged area. The defendant was therefore vicariously liable for the inspector's breach of his duty in being absent from the flagged area at the time the plaintiff was injured.

While the court conceded that it would not be fair or reasonable to place a complete ban on board riders at Bondi Beach, the court nevertheless considered that had the beach inspector been performing the duty he was required to do the accident could have been reasonably avoided.

Haines v Bendall³³***The Facts***

The defendant (a nominal defendant representing the State of NSW) had control of a national park - within this park the plaintiff swung on a rope hanging from the tree above a pool and fell onto a submerged rock ledge and became a quadriplegic. The public authority had promoted the pool for swimming by referring to it as a "swimming pool" in its service brochures and by providing a road to and a carpark at the rock pool. There were no warning signs as to the danger of diving in the area, and the defendant knew that the rope was unsafe and that accidents of a serious nature had already occurred in the area.

Court Decision

The trial judge considered that the defendant was liable because it should have removed the rope and the branch upon which it was hanging. The defendant appealed, but the Appeal Court upheld the trial judge's decision. The Court held that a relationship of proximity existed between the plaintiff and the National Parks and Wildlife Service. They held that the offices of the Service knew or ought to have known that the plaintiff was amongst a group of persons who would use the rope to gain access to the pool and that there were rocks under the water which may be obscured by the murky state of the water and that accidents had occurred in the past.

It was also held that the Service could have posted warning signs regarding the uncertain nature of the pool and advising against jumping or diving into the pool. The relevant risk of injury, the court held, greatly outweighed the expense, difficulty and inconvenience of taking such measures. The Court dismissed the argument that the plaintiff had voluntarily assumed any risk involved in using the rope.

Saroukas v Sutherland Shire Council³⁴***The Facts***

In this case Saroukas claimed damages in negligence against the Sutherland Shire Council for injuries suffered as a result of diving from a walkway which had been constructed over water by the Sutherland Shire Council. On the occasion in question he was walking along the walkway with no intention of swimming or diving but when one of his thongs fell into the water, he climbed through the fence and dived, fully clothed, into the water. The water was about 3 feet deep and the plaintiff became a quadriplegic. The defendant had erected numerous and prominent signs which warned of the danger of diving into the water and of the variable depth in the water. However, none of the signs included pictures or pictograms. The plaintiff was of Greek origin and his ability to read English was limited.

³³(1990) ATR 81-004

³⁴(1992) ATR 81-149 (*New South Wales Court of Appeal*)

Court Decision

The Court of Appeal overturned the trial judge's finding that the defendant was negligent in failing to erect pictorial signs warning of the danger of diving. The basis of their decision was that the plaintiff failed to prove or establish the element of causation. The main factors leading to this conclusion were the impetuous nature of the plaintiff's conduct in diving, fully clothed, into the water to recover his thong, the circumstances that when he walked past the point where a pictorial sign should have been placed he was not even thinking of the possibility of diving, and the fact that there were many other warning signs in the locality. In the words of Gleeson CJ, "I am not persuaded that if there had been a pictogram at the beginning of the walkway, the deceased probably would not have dived".

Importantly, the Council had placed numerous signs around the bars and the walkway warning of the danger. The signs were in the following terms. In red letters there appeared the word "Danger". Below that were the words "Diving in this pool is dangerous". Following that also in red was the word "Beware". That was followed by the words "Tidal water variable depth". The baths also contained depth indicators.

Saroukas is an important decision because it shows that by the erection of adequate signs the defendant was able to successfully defend liability. Note however, that Saroukas Case was decided before Nagle. The next two cases of Nagle v Rottneest Island Authority and Dale v State of Western Australia show how difficult it is for defendants to succeed if no steps had been taken to provide any or sufficient warnings as to the danger of diving or swimming in natural areas where there was a risk that the water was shallow or there were submerged rocks.

Nagle v Rottneest Island Authority³⁵

The Facts

On 16 October 1977, the plaintiff who was working on Rottneest Island, decided to go swimming at a spot known as The Basin. He had never previously visited the Reserve or swum at The Basin. He dived from a partially submerged rock ledge into the water. His head struck a fully submerged rock and he became a quadriplegic. As his accident happened prior to the enactment of the Act, he brought a claim based on negligence against the Board. He claimed that the Board in particular, was negligent in that, inter alia, it failed to give any or any adequate warning that the ledge was unsafe for diving when it knew or ought to have known that it formed a natural platform which members of the public would assume to be suitable for diving, and that his injuries resulted from this breach of duty. At the time of the accident the sun shining on the water created a "glitter effect" which made the submerged rock difficult to see.

³⁵(1993) *AUST. Torts Reports* 81-211

Court Decision

This claim had a protracted legal history. At the court of first hearing, the trial judge, Nicholson J, held that the risk of injury to the plaintiff by diving from the ledge of the basin was a foreseeable risk by the defendant. Given that the Board had a duty to manage and control the reserve, derived revenue from visitors, conducted Rottneest Island as a business, promoted the Basin for swimming and encouraged that activity through publicity and directional signs, encouraged visitors to use the Basin for swimming by providing facilities, the trial judge found that the element of proximity was satisfied and that the defendant owed the plaintiff a duty of care and breached that duty by failing to give a warning about the risks of diving.³⁶

Nicholson J, however, dismissed the plaintiff's case because he could not overcome the further element of causation. "... I am unable to conclude that the plaintiff's injury would not have occurred "but for" the defendants alleged failure to warn. The plaintiff was aware of the presence and danger of rocks so that if the defendant had placed a sign warning of such danger it would not have added to the plaintiff's state of knowledge. Therefore, the omission to warn could not have been a cause of the subsequent injury. When the plaintiff decided to dive, his mind was as fully alert to the danger of rocks as it would have been if there had been a warning given by the defendant of the presence of rocks. The plaintiff dived for the very reason that he thought no rocks were present." (80-298).

On appeal to the Full Court of the Supreme Court of WA two judges found that the accident was not reasonably foreseeable by the defendant in all the circumstances and dismissed the claim.

On a further appeal to the High Court (Brennan J dissenting) the majority of the High Court (Mason CJ, Deane, Dawson and Gaudron JJ) upheld the plaintiff's appeal. They held there was a duty of care as the relationship was sufficiently proximate. The defendant knew that visitors to the island would be constantly visiting The Basin as a swimming area and encouraged such activities. It therefore owed a duty to take reasonable care for the safety of the visitors, which would naturally require that they be warned of foreseeable risks of injury associated with the activities so encouraged. The majority of the High Court found that the Board was in breach of its duty by failing to give any or sufficient warning.³⁷

The majority of the High Court found that if the defendant had provided adequate warning signs as recommended by an officer of the Surf Life Saving Association and the signs had followed the recommendations laid down by the Standards Association of Australia, the plaintiff would have heeded such a warning and the accident could have been avoided.³⁸

³⁶At page 80-298 Nicholson J held that "Where such entry entails a foreseeable risk or danger if executed in a certain manner, the duty to warn arises in my opinion. No such notice having been given, breach is established."

³⁷On page 62-109 the majority reasoned as follows:

"In our view, the giving of a warning that the ledge was unsafe for diving was the action that a reasonable person in the respondent's situation would have taken to guard against a foreseeable risk of injury which existed."

³⁸"... we do not agree with his conclusion that the Board's failure to erect a sign giving an appropriate warning would not have prevented injury to the appellant ... in our view, the likelihood is that he would have been deterred from diving by an appropriate warning sign."

This is a landmark decision by the High Court. It has considerably extended the scope of liability on the part of public authorities. It is also important to note the weight which the High Court placed on the appropriate signs which the defendant may have utilised in this case. For instance, the High Court made reference to a publication published by the Standards Association of Australia entitled "Design and Application of Water Supply Signs (Australian Standard 2416-1985 Second Ed. 1985)". The publication attempts to provide a uniform basis for identification of hazardous conditions, and areas where certain water sports are prohibited or permitted, aiming to reduce the risk of drowning or serious accident. The design of such safety signs incorporate graphic symbols or pictograms.

The action was then remitted back to the Supreme Court to determine the outstanding issues of contributory negligence and damages. In a judgment recently delivered by the Supreme Court of WA on 27 March 1996 Malcolm CJ and Ipp J dismissed the defendant's argument that the plaintiff was guilty of contributory negligence.³⁹

The plaintiff was awarded damages in the sum of \$1,873,959.47.

Dale v State of Western Australia and Shire of Collie⁴⁰

The Facts

On 27 December 1987 the plaintiff, a 16 year old school boy at the time, visited a recreational area approximately 6 kilometres from the township of Collie known as the Black Diamond Swimming Hole which was previously an open-cut mine. The swimming hole comprised a large area of water approximately 600 metres long and 100 metres wide. It formed part of an unvested crown reserve and was a public reserve for mining purposes.

The swimming area was extremely popular with the township residents and was regularly frequented by the residents and in particular the plaintiff and his family. He had swum there on numerous previous occasions. There were no warning signs as to the danger of diving in the area. The depth of the swimming hole was very deceptive, and this was made worse by the dry summer. The plaintiff dived from a mound, struck his head on a submerged rock and thereby became a quadriplegic. The plaintiff sued the State of Western Australia and the Shire of Collie in negligence and alleged that the State had a duty to but failed to put up any warning signs or depth indicators despite the fact that 4 years prior to the accident the steep sides and deep water were identified by the State as a hazard. The plaintiff also sued the Shire of Collie alleging that by virtue of Section 300 of the Local Government Act it had the care, control and management of public places in the municipality and that the swimming hole was such a public place.

³⁹Malcolm CJ and Ipp J at page 13 in the unreported decision of the Supreme Court of Western Australia, delivered 27 March 1996 in appeal number 15 of 1995 held as follows:

"In the circumstances, and particularly having regard to the paucity of evidence in the absence of cross-examination on the issue, we do not consider that it is open to find that, in the circumstances existing at the time, a reasonable person, with the respondent's experience and knowledge, would have realised that there was need for him (in order to exercise due care for his own safety) to move about in order to ascertain that what he was seeing was an illusion brought about by the glitter effect. The onus is on the appellant in this regard and in our view it has not been discharged".

⁴⁰Unreported decision of the District Court action number 8284 of 1992, delivered by Judge Kennedy on 06.02.94; unreported decision of the Full Court of Western Australia in appeal number 32 of 1995 delivered 03.04.96.

Court Decision

Kennedy DCJ found that the State knew that the citizens of Collie were using this area for recreation and protected the right to do so by refusing other people to develop the area because (in their own words) "It was used by the general public for swimming and picnicking and had been used for that purpose for 30 years." The hazard of the swimming hole was created by the State and then allowed to be expanded by tenants of the Shire of Collie as a swimming hole.

The judge held that there was a duty of care on the part of the State as the risk involved was not far fetched or fanciful. The State breached its duty to the plaintiff by not putting up any warning signs or depth indicators around the swimming hole. It was held that to satisfy this duty it would have been necessary to warn people not to dive and to warn them about the depth of the swimming hole as it would have been immediately apparent that it was not as it seemed and that there was a danger by reason of the shallow water which might be mistaken as deep water.

The judge distinguished this case from *Wilmot v State of South Australia* as the waterhole constituted a hidden danger resulting from the fact that the base of the swimming hole dramatically varied in depth and it became murky blue very quickly (cf *Wilmot* in which the dangers were "plainly and adequately declared for themselves").

Kennedy DCJ entered judgment for the plaintiff and did not apportion any negligence against the plaintiff for contributory negligence.

The State of Western Australia took the matter on appeal to the Supreme Court of Western Australia. In a judgment delivered on 3 April 1996, Kennedy, Rowland and Franklin JJ unanimously dismissed the defendant's appeal. Taking into account the relative youth of the plaintiff at the time of the accident, (age 16), the Supreme Court agreed with the trial judge's decision that there was no evidence to support a claim for contributory negligence.

The Supreme Court dismissed the first defendant's (State of Western Australia) appeal against the trial judge's decision failing to apportion any negligence against the second defendant (Shire of Collie). The Supreme Court supported the trial judge's finding that the State of Western Australia had exercised such control over the use of the land as to constitute it as an "occupier" under the Act. On numerous occasions the Under Secretary for Lands had assumed the general responsibility for administering the lands by receiving and considering applications for releasing parts of the land for private purposes. Although the Shire of Collie's opinion was sought in relation to this on numerous occasions, there was never any suggestion that it was being sought on the basis of the Shire having the care, control and management of the reserve. The Court held that regardless of whether the appellant was an "occupier" the control exercised by the appellant (State of Western Australia) created the necessary degree of proximity of relationship to generate a duty of care. The appellant further argued that they could not be held liable on policy grounds (policy consideration v operational argument) as the area in question was vacant crown land and considering the vast tracts of such land in WA, no reasonable budget could provide protection from hazards such as may exist throughout the State. In response

to this, the Supreme Court said that this would be of considerable significance in relation to reserves which had been left in a pristine state. But in this case, the appellant had itself created the hazard as it knew that substantial numbers of people, including children, were using the swimming hole. It had also undertaken a number of responsibilities regarding the rehabilitation of the mining area and making it safer and more attractive for visitors (eg. putting up signs warning of the danger of hot ash). These and other factors the Court found established that there was sufficient degree of proximity to generate the relevant duty of care on the part of the State of Western Australia.⁴¹

The Supreme Court found that s300 of the Local Government Act did not impose an obligation upon the Shire of Collie to control or manage the swimming area:

"I do not consider that the Shire was under any statutory duty to exercise whatever power it had. Nor, in my view, did it place itself in such a position that it attracted a duty of care calling for the exercise of the power. In my opinion, the evidence does not support a conclusion that the Shire exercised the powers which it had to the extent of giving rise to such proximity between itself and Mr Dale as to impose a relevant duty of care upon it." (Kennedy J at page 30).

Manly Municipal Council v Boylan⁴²

The Facts

The defendant in this case provided a bathing facility at the Municipal Dam Reserve under its control. The plaintiff stayed at the Reserve overnight consuming alcohol and entered the water before dawn. He zig-zagged to avoid rocks. On reaching thigh deep water the plaintiff executed a shallow dive, hit submerged rocks and suffered spinal injuries resulting in quadriplegia. When the accident occurred the plaintiff was in an area which had been designated as a swimming area.

Court Decision

The Supreme Court of New South Wales followed *Nagle's case* and dismissed the defendant's appeal against a finding of negligence in failing to warn of the dangers of submerged rocks at a swimming spot at Manly Dam. The

⁴¹On page 25 of his judgment Kennedy J held:

"... the appellant had created the hazardous situation which existed at the swimming hole. It undoubtedly had the power to exclude the public from the reserve, but it chose not to exercise that power and did not seek in any respect to restrict public access. On the contrary, it graded and drained a parking area for the benefit of persons whom it knew were resorting to the swimming hole and picnic area and it carried out tree planting and various other rehabilitation work. It acquiesced in the public swimming at the waterhole and, as His Honour said, protected their right to do so against all comers. ... certainly, it did not advertise the facility but there was every other indication that the public were welcome to use the swimming facility."

⁴²Unreported decision of the Supreme Court of New South Wales Court of Appeal, Gleeson CJ, Kirby P and Meagher JA, appeal number CA40737 of 1993, delivered 15 June 1995.

Court found that if adequate warning signs had been installed, and if properly located, these signs would probably have prevented the accident. Gleeson CJ and Kirby P, were of the view that it was not reasonable to expect the defendant to remove dangerous rocks from the swimming area nor to fence off the area where the accident occurred. However, Meagher JA held that the Council should have removed the rocks in the swimming area and prohibited swimming in areas where the rocks had not been removed. The fact that the removal of rocks would have cost \$2 million did not deter him in reaching such a conclusion! On the other hand, Gleeson CJ stated (at page 3) "It is not reasonable to require the appellants to make the Manly Dam risk-free."

In *Shoemith v Northern Territory of Australia* (Supreme Court of NT, 10 August 1995) Martin CJ held that the occupiers of a waterhole where the public were encouraged to attend were liable to the plaintiff in negligence who was rendered a quadriplegic when he fell off a log lying over the waterhole and hit a rock ledge. The plaintiff knew of the rock ledge and acknowledged that he needed no warning of it; however, his evidence that he would have heeded a sign prohibiting him from going onto the log was accepted. Further the defendant, by way of response to the foreseeable risk, should have removed the log at little cost.

Public Swimming Pools

The recent trend of decisions have established that the courts have been placing a very high standard of care on the occupiers of public swimming pools. This is well illustrated in the decision of *Inverell Municipal Council v Pennington*⁴³. The decision of the High Court in *Nagle* was followed by the New South Wales Court of appeal in *Pennington's case*. Mr Pennington was 17 years old when he dived head first into a public swimming pool owned by the Inverell Municipal Council and managed by the second defendants. Mr Pennington was over 6 foot tall and weighed 14 stone, and had swum in the pool on previous occasions, and knew the pool had a slopping bottom. He appreciated the dangers of deep angle diving. He took care before diving to see that it was safe both from his point of view and for anyone who might get hurt in his path. He claimed that he thought that the depth of the water at this point was 5 feet whereas in fact it was 4½ feet. Despite the trial judge accepting as a matter of fact that Pennington executed a shallow dive with outstretched arms, he actually struck the back of his head and was rendered a quadriplegic. (This suggests he may have attempted some acrobatic manoeuvre under water). Expert evidence suggested that such dives were common and could be executed safely in more shallow water such that any risk was so small as to be far-fetched. Small signs just above the water on each side of the pool marked the depth.

Court Decision

The trial judge found that the defendant had breached its duty to Pennington in failing to have erected a warning sign at the location where he dived. The Court considered that a sign which said something to the effect "Caution when diving" in various languages and a depth indicator providing the depth of the pool at the point of entry would most likely have prevented Pennington from diving and thus being injured.

A vigorous attack was made against the trial judge's findings and a strong argument was raised in the appeal that the type of injury was fanciful and remote. Meagher JA dismissed that argument and said that the Court was duty bound, and in light of the authority of *Wyong v Shirt* and *Nagle v Rottneest Island Authority* to find against the defendant. However, Meagher JA did express his concern about the current trends and developments in this area of law. Meagher JA took the unusual step of quoting some of Senior Counsel's submissions as follows:

"... either Finlay J's conclusion that Mr Pennington should recover damages in the circumstances is a correct application of the law of negligence or it is not. If it is correct, the legal result would be surprising to a degree, for it would indicate that the law of negligence has travelled such a long way that it has imposed the duties of an insurer on persons in a position of the appellants..."

In response to that submission, Meagher JA responded as follows:

*"I respectfully agree. It is indeed a surprising result, but is one an intermediate appellant court cannot remedy. It is a result which is mandated on us by the two High Court decisions to which I have referred. So long as a duty arises whenever the occurrence of the risk is not fanciful, a duty will arise in every single case. It does not follow that the defendant will be liable in every single case, but it does follow that he will be unless it can be proved that to avoid the risk will be wholly unreasonable. One might perhaps think there is something to be said for the view expressed long ago by Walsh J in *Miller Steam Ship Co Pty Ltd v Overseas Tank Ship [1963] SR (NSW) 948* who thought that no duty arose unless the risk was one which a reasonable man would regard as "significant enough in a practical sense". It may be unnecessarily antiquarian to express a preference for such a view, but at least it would not threaten the closure of municipal swimming pools..."*

Private or domestic householders

Concerning occupiers' liability cases with regard to private or domestic householders, the courts have shown a far greater degree of benevolence and tolerance mainly as a result of policy factors. The courts have shown a reluctance to extend liability against private householders arising out of their occupation or control of domestic premises. See as well *Jaenke v Hinton*.

In *Schiller v Gregory*⁴⁵ the plaintiff was rendered a quadriplegic when he struck his head on the bottom of a swimming pool after slipping on the raised ledge around the side of the pool. The pool was located at a friend's home. The plaintiff sued the owner of the premises claiming that they were in breach of the special duty of care owed as occupiers. He alleged that the smooth surface around the edge of the pool was slippery when wet and therefore posed a foreseeable risk of harm or injury to him.

⁴⁴*Ibid* page 62410.

⁴⁵(1985) Aust. Torts Reports AD-751 at 69, 495

Court Decision

White J of the Supreme Court of South Australia was not prepared to find against the private householder. "A reasonable occupier of domestic premises is not, even under the neighbour principle, an insurer of the safety of his visitors". (At 69501). Relying upon his earlier judgment in *Bartlett v Robinson* (dismissal of a milkman's claim where he tripped over a paving stone) he dismissed the plaintiff's action and reasoned that it would be placing too high a standard of care on householders if liability should be established against them arising out of the circumstances of this claim. The magnitude of the risk of injury and probability of it occurring, was not such as to call upon the defendant to take precautions to alleviate the risk, such as resurfacing the edge of the pool with more skid resistance surface. This case clearly highlights the different standards of care the courts apply with regard to public authorities and domestic householders. The difference in approach is governed largely by policy and commercial considerations. It is interesting to note that the quantum of damages were agreed by the parties at \$1 million and only the issue of liability was in dispute. Predictably, if the defendant was not a private householder but a public authority, one could only speculate what would have been the outcome of the court decision.

Trail Bike Riding

Wilmot v State of South Australia⁴⁶

The Facts

On 25 November 1984 the plaintiff, then a young woman of 19 years, was badly injured in a trail bike accident. She rode her trail bike over a blind rise and fell approximately 6 metres into a creek bed. She was left with serious and permanent disabilities. The accident happened at a place called Redbanks. It comprised 1000 hectares of station country and comprised unleased crown land. The Department of Lands knew that the area was used by trail bike riders but had been concerned that if steps were taken to exclude them from Redbanks that they would go to other crown lands with a greater potential for environmental degradation. Signs prohibiting off road vehicles had proved ineffective elsewhere and it was considered that the cost of fencing off Redbanks could not be justified due to the probability that this would not prevent entry by trail bike riders. The Department considered that their ideal was to establish a supervised trail bike park. However, the major attraction for trail bike riders was that the area was rough and demanding, unmanaged and unsupervised. The plaintiff claimed that the crown was liable in negligence, alleging that the servants responsible for the Redbanks area had failed to make it safe for trail bike riders, of whose presence, they were aware.

Court Decision

This is an important decision which provides some solace for public authorities. The trial judge found that the defendant had encouraged trail bike riders to use Redbanks and as such held that the defendant owed the plaintiff a duty of care which required the provision of a relevant warning. On appeal to the Supreme Court of South Australia, the appeal court unanimously overturned the trial judge's decision. The Appeal Court held that although the risk of injury was foreseeable, there was insufficient proximity to generate a duty of care owed to the plaintiff. The fact that the defendant was made aware of the use of the land for this purpose did not establish sufficient proximity.

This is a judgment which indicates a triumph of common sense and sound reasoning. The Crown as occupier of the unalienated land at Redbanks, adopted essentially a passive position. It did not invite the public to use the land, it was not a tourist resort, it did not promote or establish it as a recreational area and did nothing to actually encourage the public or trail bike riders to use the area. It failed to provide any camping facilities not even a lavatory.

The judges were in agreement that the crown was under no duty to mark individual tracks with specific warning signs as it would be uneconomical and almost impracticable. There were innumerable tracks in the area and it would be almost impossible to place a warning sign along each track. The judges did not consider that the establishment of a managed park was a fair or reasonable suggestion as it would cost approximately \$750,000.00 to convert Redbanks into a managed park. The judges did not consider that it was fair or reasonable to require the Crown to fence off the area as such fencing would cost approximately \$300,000.00 but there was also the consideration as to whether the general public should be excluded from such an area simply because of the activities of trail bike riders. The court also found that the risks involved in riding motor bikes in this area were self-evident.

Debelle J found that the plaintiff had voluntarily assumed the risk of harm of injury undertaking the dangerous activity of trail bike riding and that the defendant did not owe her any duty of care. In any event, he found that on her evidence under cross-examination, the erection of a warning sign would not have deterred her at all.

Cox and Duggan JJ both considered that the defendant could succeed on the strength of the argument that policy considerations on the part of the Government made it immune against the plaintiff's claim. Although the "policy considerations" argument has not found much support in Australian law, the Judges noted that it had found some support by certain members of the High Court in *Heyman's case* and that in the circumstances of this case, the "failure to remove the dangers to trail bike riders at Redbanks was a result of a planning or policy decision on the part of the Government and that no cause of action would lie against the Government in those circumstances". (Cox J at page 62,699).

It is obviously encouraging that two judges of the Supreme Court of South Australia have acknowledged and affirmed the validity of the policy consideration argument in dealing with occupiers' liability claims against public authorities. Both Cox and Duggan JJ were prepared to find that the important economic and policy considerations argument were sufficient to constitute a complete defence against the plaintiff's cause of action.⁴⁷

⁴⁷At page 62,701 of his reasons Cox J held as follows:

"There were also important economic and policy considerations that had to be taken into account in determining whether the track should be made safe for trail bike riders. One possible solution was simply to seal off Redbanks with an adequate perimeter fence... the cost of erecting and maintaining an effective security fence would have been very considerable. Establishing and managing a supervised Government trail bike park would have been even more expensive, of course. These questions were considered and in effect rejected at a relatively senior level, sufficiently in my view, to identify them as policy or planning decisions actually made by an officer having an authority to make them, and not administrative or operational decisions. They were not decision which, in my opinion, the respondent may relevantly question in his proceedings."

Similarly, Duggan J at page 62,707 reasoned that: "In my view a decision to conduct a managed trail bike riding park at Redbanks would be a policy decision for the purpose of the principles under discussion. Not only are budgetary considerations relevant to such a proposal, but there is also the decision as to whether Crown land should be used for this purpose. Any decision to fence off the area entirely also involves relevant policy considerations... this was a matter beyond a mere administrative decision to spend money allocated to a Department but one which involved considerations of allocation of resources and thus budgetary issues. "

Rock Falls, Disused Quarries and Forts

Randel v Brisbane City Council⁴⁸

The Facts

In 1977, two teenage boys, the plaintiffs, sustained personal injuries when rocks from a face adjacent to a brook fell upon them. When the incident occurred they were walking home from school using a route which involved walking along the edge of the brook. There was no clearly defined path at the base of the cliff and between it and the water line. At the material time the evidence indicated that each of the plaintiffs was climbing the cliff face and either or both of them probably loosened materials causing the rock to fall. Localised rock falls occurred within a return period measured in decades or centuries. The plaintiffs commenced an action claiming that the rock fall was caused by the negligence or breach of duty on the part of the Brisbane City Council. They claimed that the defendant ought to have placed mesh over the cliff face to prevent the rock fall, or alternatively should have erected warning signs in the immediate vicinity proclaiming the danger of attempting to climb the cliff.

Court Decision

The Court held that it could not have been said that the risk of danger from falling rocks was so great that warning signs were called for. It was more likely that the injury would be occasioned by a climber losing his footing and falling rather than by having a rock fall on him. Further, the Council was not negligent in failing to erect fencing at the bottom of the cliff as such fencing would not have been practical and probably would not have deterred the plaintiffs. The cost of erecting such mesh to prevent any potential rock falls and environmental considerations had to be taken into account.⁴⁹

⁴⁸(1989) Aust. Torts Reports 80-284 at 69013

⁴⁹Williams J of the Supreme Court of Queensland remarked:

"It also cannot be overlooked that many people regard cliff faces, particularly those close to water course, as picturesque features of our natural environment, and would be appalled at the thought that a local authority was under a duty to deface all cliffs in the interests of the safety of those who may see fit to climb them. "

Stone v Clarence Municipality⁵⁰**The Facts**

On 1 December 1979, the plaintiff, an 11 year old boy together with his young companion, visited a disused quarry which was on land managed by the defendant. The plaintiff tried to climb up the face of the quarry. During the course of the climb he tried to pull himself up by holding on to a large rock which yielded to the pressure of his body weight causing him to tumble back to the quarry floor and being severely injured. The quarry which the plaintiff was injured was not fenced around its perimeter and there was no fence around the top edge or lips as to prevent unsuspecting bushwalkers or the like from tumbling down the quarry face. There were also no warning signs at or adjacent to the quarry warning visitors of its existence or condition. The quarry face was uneven and had not been raked or stabilised since falling into disuse. There was also evidence that a number of other quarries in the area had been fenced off. The quarry was also used by the Council as a dumping ground for various items of equipment and other purposes.

Court Decision

The Court held that it was foreseeable that children might gain entry to the quarry and may seek to climb the quarry face. Accordingly, the Supreme Court of Tasmania found:

"It is certainly not a risk which could be categorised as far fetched or fanciful. Accordingly, for the Council to leave the quarry unfenced, unraked and untterraced, involved a failure to take steps to avoid a foreseeable danger."

Wright J found that the defendant had breached its duty of care owed to the claimant but surprisingly, reduced the claimant's damages by one third on account of his contributory negligence.

Wallis v Town of Albany⁵¹**The Facts**

This case involved the plaintiff falling down an underground shelter at a disused fort installation near Albany which was under the care and control of the defendant. The fort was in a well known tourist area and was visited regularly by members of the public, including children. The entrance to the shelter was sealed by boards nailed to the entrance with vertical strands of barbed wire attached. Part of those boards had been removed by vandals thereby exposing an entrance 1½ metres in height and 1 metre from floor level. There was no notice warning of the unsealed vertical shaft. The plaintiff had been visiting the fort installation with his family and had fallen down a hidden vertical shaft after becoming concerned that his daughter had gone into the passage way to hide. He went into the fort to look for her and fell into the hidden vertical shaft thereby sustaining personal injury.

⁵⁰Unreported decision of the Supreme Court of Tasmania, number 2887 of 1982, delivered 17 February 1993

⁵¹(1989) ATR 80-283 (Supreme Court of Western Australia)

Court Decision

The trial judge dismissed the plaintiff's action against the defendant. However, an appeal by the plaintiff was upheld by the Full Court of the Supreme Court of Western Australia. In their reasons, the Court said that the existence of the open shaft at the end of the passage way constituted a danger to anyone venturing therein and that the boarding up of the entrance was quite inadequate to protect anyone who entered the premises. A duty of care rested upon the defendant to take reasonable measures to safe guard those coming upon the land from the danger represented by the open shaft and the defendant alone had the means of preventing or averting that danger. The court also rejected the defence of voluntary assumption of risk and the plea of contributory negligence as the plaintiff did not act unreasonably in doing what he did under the pressure of an emergency (looking for his daughter).

This decision obviously places a considerable burden on public authorities who inherit land previously occupied by tenants whose lease or licences have expired and have returned the land or premises back to the public authority. In such a situation, there would be a duty on the public authority to carefully inspect the premises in order to ensure that there were no dangers or hazards and take remedial measures to ensure that any significant hazards or dangers were eliminated or reduced by the adoption of precautionary measures eg. fencing off, warning signs and prohibiting entry to dangerous premises etc.

Commentary

The discussion of the aforementioned case law indicates that the question of liability often depends upon the particular circumstances of each individual case. Nevertheless, the trend of decisions has indicated that since 1980 (*Wyong v Shirt*) the courts have been placing a chillingly high standard of care on occupiers of public places. The recent High Court decision in *Nagle v Rottnest Island Authority* has significantly extended the scope of liability and the decision of *Shirt* has laid down a rather undemanding test of foreseeability - all risks are foreseeable except those that are far-fetched or fanciful. The decisions of *Shirt*, *Nagle*, *Dale* and *Manly v Boylan* have all indicated that unless adequate warning is provided in a situation where there is a foreseeable risk of a real injury, the defendant, depending on the circumstances, may be held liable for breach of duty. Whether a warning would discharge the occupier's duty of care is a question of fact to be determined in each individual case. If the danger is such that warning would probably prevent injury, the warning is usually regarded as sufficient. However, if the danger is such that the occupier must take active steps to remove it, a warning will not enable the occupier to discharge the required standard of care. The principles set out in *Shirt*'s and *Nagle*'s cases should be considered within this context. In particular, the special position of children should also be considered noting that warning of a danger may be of little practical assistance to a young or mischievous child.

It is also important to bear in mind that causation is an important element of liability in negligence. A plaintiff will fail in a negligence action unless he or she establishes that the injury complained of was caused or materially contributed to by the breach or breaches of that duty which have been proved against the defendant. See *March v Stramar Pty Ltd*⁵² and *Sleiman v Franklin Food Stores Pty Ltd*⁵³. For instance, Nicholson J of the Supreme Court of Western Australia initially dismissed Mr Nagle's claim on the basis that the provision of a warning would not have added to Mr Nagle's state of knowledge and would not have prevented the accident. Nicholson J's view was supported by Brennan J in his dissenting judgment in the High Court *Nagle* decision. Brennan J held:

"A warning which read "Caution - Submerged Rocks" would have been quite ineffective, for the plaintiff already knew that caution was required by reason of the existence of submerged rocks lying close to the wave ledge from which he dived."

⁵²(1991) Aust. Torts Reports 81-095

⁵³(1989) Aust. Torts Reports 80-266

The majority view of the High Court now prevails and it will be interesting to see as to whether or not there will be any change in the law given the recent appointments of Kirby and Gummow JJ to the High Court. Given the appointment of these new judges, it cannot be said that the Australian law of negligence is fixed in stone and is not immutable. Certain superior courts have already expressed concern at the current state and development of the law of negligence in Australia. See *Inverell Municipal Council v Pennington* and in particular the strong criticisms levelled by the Supreme Court of Queensland (Pincus, Thomas and Williams JJ) in the decision of *Jaenke v Hinton*³⁴. In *Jaenke's* case the Brisbane office of Phillips Fox successfully defended an occupier's liability claim brought by a milk vendor who claimed damages on account of tripping over a garden hose. In dismissing the milk vendor's claim for damages, the Supreme Court of Queensland raised some trenchant criticisms concerning the current development of the law of occupiers' liability and in particular the formulation of breach of duty as discussed by Mason J in *Wyong v Shirt*. In his judgment, Pincus JA remarked:

"It is true that there are some (myself among them) who find difficulty in grasping how it can be said that persons such as the defendants in the Council of the Shire of Wyong v Shirt and Nagle v Rottnest Island Authority failed to do "what a reasonable man would do by way of response to the risk".

Thomas J at page 62, 808 commented:

"The words of Mason J at pp 47-48 in Wyong have had a considerable impact upon the practice of the law concerning occupier's liability. The limiting of events that are not reasonably foreseeable to those that can be described as "fanciful" or "far-fetched" is a gloss on what is and what is not reasonably foreseeable in the circumstances. There is neither need nor authority for this Court to go beyond Mason J stated test for the purpose of dealing with the present case, but I fear that a slavish adherence to those words may sometimes lead to unrealistic results, as it is particularly difficult for a judge to hold the prospect of being "fanciful" or "far-fetched" when he or she knows that it in fact resulted. Concerns in relation to the present trend were expressed by the members of the Court of Appeal in Inverell Municipal Council v Pennington. ... The reformulation of the test however cannot be done by an intermediate appellant court."

In *Jaenke's* case the trial judge found against the defendant and held that as the risk of tripping over a garden hose was reasonably foreseeable (applying Mason J's test in *Wyong v Shirt*) the private householder breached his duty of care in failing to remove the garden hose from the lawn's surface. In overturning the trial judge's decision, and finding in favour of the defendant occupier, Walsh J said:

"(P62,809) In my view the finding of negligence in the present case was quite contrary to contemporary expectations and standards. If the law pretends to impose standards to which reasonable members of the community cannot relate, the law will fall into disrepute. In fact it is the standard of the reasonable person that courts attempt to uphold. The finding of negligence against the appellants in this case assumed an unreasonably high standard of care to protect other persons from danger, and an unrealistic level of foreseeability. The alleged danger was from a common garden hose, the presence of which presented too small a risk to create a duty to remove it. "

In also dismissing the milk vendor's claim against the private householder, Williams J adopted the reasoning applied by White J in *Bartlett v Robinson* (1981) 27 SSR 342, another milk vendor case. Williams J set out White J's observations in *Bartlett's* case as follows:

"Ultimately, the law of negligence is based upon a decent commonsense regard and care for our neighbour applying contemporary standards. We interact with, and sometimes cause harm to, our neighbour in an almost limitless combination and permeation of circumstances. In my view, the decision appealed from correctly and fairly applied the sensible standards of the law of negligence in determining that this unfortunate accident was not caused by some unusual danger on the respondent's domestic premises.

...

The law of negligence is concerned with reasonable standards of conduct - reasonable care for the safety of others, showing reasonable foresight in the circumstances. What is reasonable varies not only with the particular circumstances or relationship, but with community standards from place to place and decade to decade."

Given this underlying ground swell of dissatisfaction raised by certain of the superior courts in Australia, it will be interesting to observe as to whether or not the high court will be prepared to re-visit the test of foreseeability and breach of duty as outlined in *Shirt's* and *Nagle's* cases. In *Nagle's* case, and in his dissenting judgment, Brennan J suggested that a more realistic and pragmatic test should be adopted. Unless and until the High Court revisits this area of law, the superior courts in Australia are bound by the principle of stare decisis and are compelled to follow the current trend of High Court decisions. If these trends continue, then the obvious result will be that the courts will deprive the community and the public at large of access to useful public resources and facilities. As a matter of economic necessity, those facilities may have to be withdrawn from the public because of the unrealistically and inordinately high standard of care being placed upon public authorities and their increasing exposure to liability claims, damages awards and increasing insurance premiums.

Risk management

The overview of the decided case law indicates an alarming array of cases establishing liability against public authorities in respect of a wide variety of risks and hazards. The case law dealing with diving claims indicates that they constitute the most significant and obvious source of potential liability claims. The relevant case law indicates that courts are most reluctant to find against plaintiffs where they have sustained significant and disabling injuries such as quadriplegia and that the awards of damages are significant (normally in the millions). Accordingly, public authorities should ensure that they have in place adequate risk management programmes and it would be prudent to obtain the services of an independent risk manager to identify potential risks, evaluate the risks with regard to frequency and severity and determining a specific insurance and risk management policy.

Signs

Pursuant to the *Nagle* decision, steps will have to be taken to discharge the duty to warn by placing adequate or sufficient warnings or signs in suitable places which warrant such steps to be taken eg. swimming areas. The actual installation of signs can constitute a double edged sword; liability can be established for failing to erect the sign or for actually erecting an inadequate sign eg. in *Shirt's* case the public authority was held liable because of the misleading nature of the sign. In *Nagle* and *Dale's* cases, the public authority was held liable for failing to erect any signs at all. In *Wallis v Town of Albany* it was held that a prominent sign was necessary warning of the danger of an unsealed vertical shaft, whereas in *Randel v Brisbane City Council* the Court held that it could not be said that the risk of danger from falling rocks (localised rock falls occurred within a period measured in decades or centuries) was so great that warning signs were necessary. Similarly in *Wilmot v South Australia* the Court found that there was no reason for any trail bike rider to think that the State had assumed any responsibility for the safety of those who used the bike tracks. In finding that the State was not negligent in erecting signs warning of the dangers of riding in the area, the Court recognised that hundreds of signs would have been necessary at the area in question to make it safe for trail bike riding.

It should also be recognised that there is a greater need to warn about hidden dangers (eg. shallow water or submerged rocks) as opposed to those dangers which are more readily apparent or obvious (eg. riding trail bikes over a blind rise). This was recognised by the District Court in *Dale v State of Western Australia*.

As regards the content of the sign it has been recognised that it may be necessary in some circumstance to have the warning represented pictorially (eg. comments of H.C. in *Nagle's* case) or in various languages (eg. comments of NSW Court of Appeal in *Inverell M.C. v Pennington*) and reference has been made in some cases to signs recommended by the Standards Association of Australia (*Nagle's* case).

A practical problem of signs is that they erode with weather, can be vandalised or stolen (if made of aluminium) to be used for other purposes (eg repair aluminium boats). The imposition of warning signs also carries with it a concomitant duty of having in place a regular system for the audit and

maintenance of the signs in question. For instance, if a sign warning against the danger of diving where there are submerged rocks or shallow water is removed or vandalised, and a person should then dive and sustain serious injury as a consequence of the sign being removed, then the public authority may be exposed to a claim in damages.

Abandoned mining tenements

Another practical problem is where the public authority takes over leasehold property, for instance, in the mining industry and they inherit a property full of obvious or concealed dangers and hazards. It will be necessary for the public authority to carry out an audit of the property in order to identify the relevant risks, evaluate the risks and take remedial action. Furthermore, the actual design and construction of the sign, the content of the warning, the language used and the site of its location is of critical importance. It would also be prudent to ensure that the sign complies with the relevant standards and that its content and location has been the subject of legal advice and input from a professional risk manager. Regretfully, as a consequence of the *Nagle* decision it appears that environmental and aesthetic values will have to take a lower priority as to the importance of now defacing the landscape in any natural scenic area by a battery and array of various signs and warnings.

It is obviously important that once a risk analysis has been carried out and evaluated, the public authority ensures that it has in place appropriate insurance and reinsurance cover.

Disclaimer notices and hold harmless agreements

Where the public authority makes use of independent contractors, those contractors should be required to sign a hold harmless agreement whereby the contractor indemnifies and holds harmless the public authority against any liability and the indemnity should be broadly drafted to provide as wide a cover as possible. [The recent changes to the Trade Practices Act which will come into effect in July 1996 should be considered as well.]

Notices disclaiming liability should be located at points of entry such as the place of payment or entry to the natural reserve and the visitor's attention should be drawn to the fact that his or her entry is subject to terms and conditions as contained in the issue of a ticket of entry and made obvious and apparent by way of a large notice located at the point of entry (eg notices similar to those used by carparks). In addition, the person issuing the ticket for entry should also verbally bring to the visitor's attention the fact that his or her entry is subject to the terms and conditions contained on the ticket. In limited circumstances, an exclusion clause may be sufficient to exclude liability if the occupier had done what was reasonably sufficient to give them notice of those conditions. It is beyond the scope of this paper to discuss the topic in any great detail.

In particular, tour guide operators, 4 wheel drive users, rally operators, persons involved in sporting events or with controlled burns should all be required to sign contractual arrangements whereby they indemnify and hold harmless the public authority.

Just as a warning is provided upon your departure or take off on an aircraft by way of a visual display or video, it is similarly recommended that all visitors to Rottneest Island should be made to watch a video en route and be provided with pamphlets warning against the risk of relevant dangers or hazards upon their arrival on the island. A statistical analysis should demonstrate which languages should be considered in the video or information material.

Legislative reform

In certain American States, liability arising out of accidents or injuries in natural areas has been excluded by legislation. As this is a highly political issue, the current political climate may not be appropriate to bring about such legislative reform but lobbying could be considered to cap or limit a public liability exposure by way of the appropriate legislative amendments. For instance, as recognised by Kennedy J in *Dale's* case, liability may be excluded on the part of a public authority where injury or loss arose out of the reserve which had been left in the "pristine state" as compared to reserves or land in which the public authority had actually created the hazard and knew or ought to have known that it constituted a potential risk of harm or injury to visitors. Possibly, legislation could be introduced excluding liability if it arises out of the pristine state of the reserve and liability should only attach due to acts of misfeasance on the part of the public authority etc.

Claims management

The following steps should be considered:

- give immediate notice of any potential claim to your relevant insurer;
- do not take any steps or make any admissions which may prejudice your or your insurer's rights in defending the claim or reaching a settlement;
- be extremely wary of making statements to the press or issuing any statement or written material concerning the circumstances of the claim which later may be prejudicial and be used in evidence against you in any trial;
- speed of investigation is critically important. The later the investigation is carried out, the more difficult it is to obtain relevant and contemporaneous witness statements or track down relevant witnesses. As witnesses' memories fade or disappear, it is of critical importance that witness statements are taken as soon as reasonably possible;
- a well-documented record of accidents should be maintained and appropriate risk analysis carried out at regular intervals. However, before these steps are taken or investigations carried out and written material produced, careful consideration should be given to the attraction and protection of legal professional privilege. If legal professional privilege is not attracted for those documents brought into existence, those documents will be made discoverable and liable to inspection by the plaintiff's solicitors in any subsequent litigation. This factor could significantly prejudice any favourable settlement of the claim;
- investigations should be carried out to determine as to whether or not any grounds exist for claiming contribution or recovery against any third parties and the contractual arrangements between the parties should be carefully considered (pursue contractual indemnity claim);
- photographs should be taken of the scene of the accident and the completion of accident report forms should be completed in a manner as to statements of fact rather than the expression of opinion. If those documents do not attract legal professional privilege, any adverse statement of opinion could be prejudicial in any subsequent legal proceedings if and when those documents are made discoverable and subjected to the inspection of the plaintiff's solicitors;
- as soon as you have completed your investigations, both factual and medical, it may be prudent to explore the possibility of negotiating an early and commercial settlement of the claim;
- in the writer's experience, early attempts at negotiation have significantly facilitated an early commercial settlement of the claim and prevented expensive and protracted litigation.

Forging Partnerships with the Private Sector
Colin Ingram and Hamish Crawford



Forging partnerships with the private sector



Why form partnerships ?



What kinds of partnerships ?

Partnerships in Nature-Based Tourism

CALM

- Manages protected areas
- Provides controlled access for tourist operators where appropriate
- Protects natural assets
- Provides information

TOURIST OPERATORS

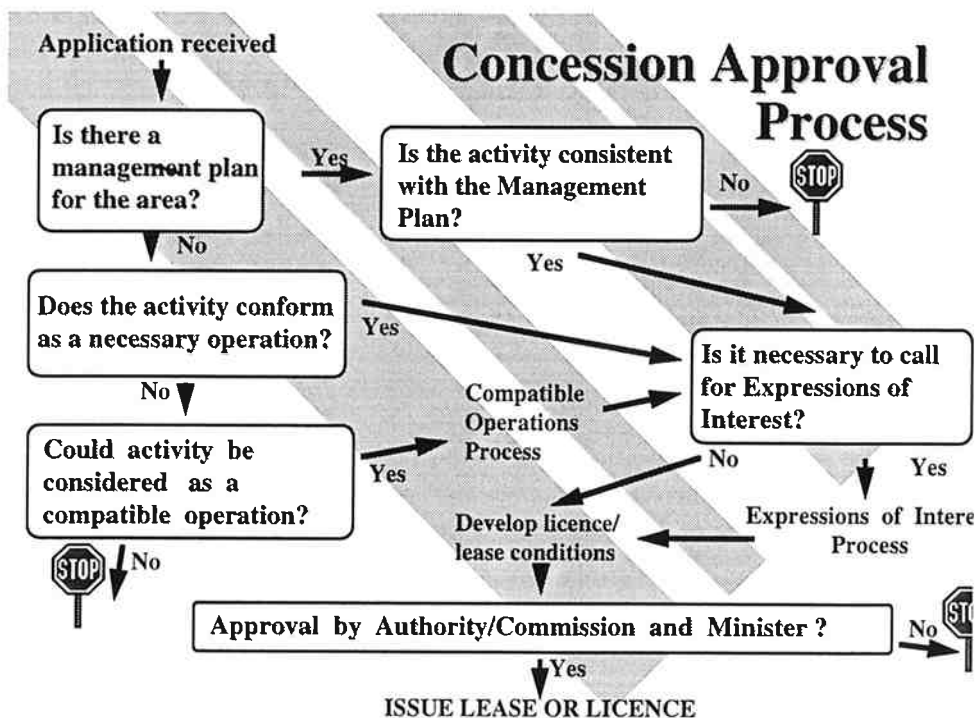
- Conducts nature based tourism activities where access is granted and sustainable
- Assists education and appreciation of natural assets
- Provides information and resources for management

PROTECTED NATURAL ASSETS

- Western Australia's unique natural assets protected in representative reserve system
- Provide unique opportunities for nature-based tourism

Tourism concessions on CALM-managed lands and waters

Management and administration



Commercial concessions - the assessment and approval process

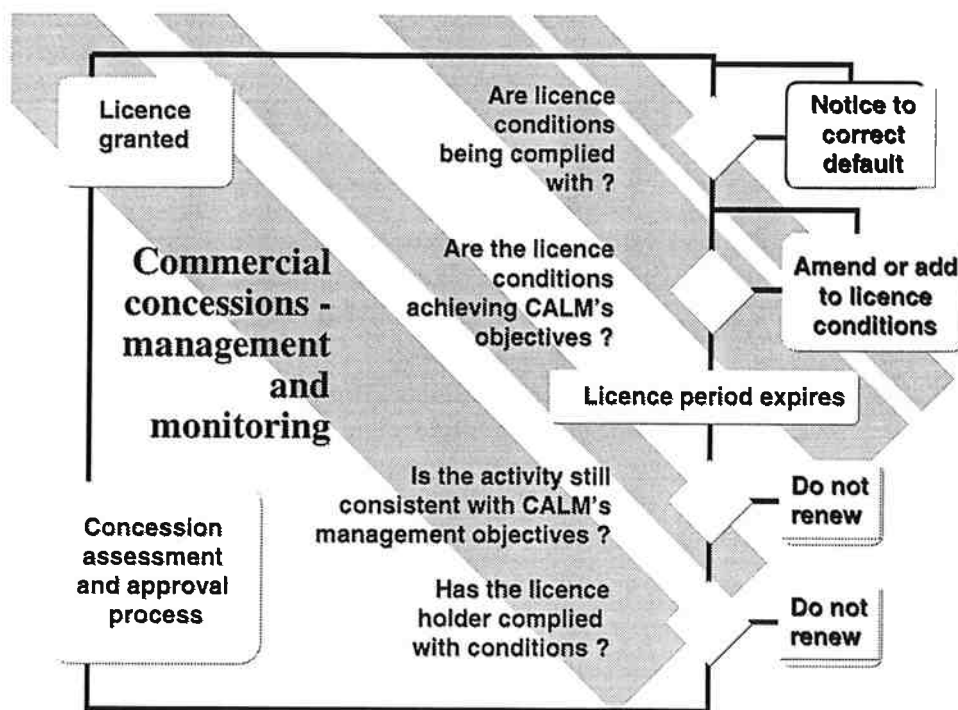
- **Application received**
 - Entered into Tour Operator Database; progress monitored
- **Referral to district**
 - Is activity consistent with management objectives ?
 - What operating conditions are required to ensure that activity is sustainable ?
 - Does the activity require limits to licence numbers ?
- **Batching to NPNCA & Minister**
 - Application sent to NPNCA for approval
 - Application sent to Minister for approval
- **Issuing of Licence**
 - subject to payment of charges if applicable
 - subject to confirmation of insurance

Assessing an application for a commercial concession

- **Is the activity consistent with the provisions of a management plan ?**
 - Is this qualified in the plan ?
 - Special conditions required ?
- **What are the likely environmental impacts of the activity ?**
 - Special conditions to minimise impact or direct activities
 - Are conditions adequate to meet management objectives ?
- **What are the likely impacts on other values being managed ?**
 - Special conditions to minimise impact or direct activities
 - Are conditions adequate to meet management objectives ?
- **Are special conditions required to protect visitor experience or safety ?**
- **Are special conditions required to minimise impacts on other visitors or uses ?**

Commercial concessions - management and monitoring

- **Monitoring of compliance with licence conditions**
- **Monitoring of impacts of licence activities**
- **Revision/addition of licence conditions**
- **Renewal of licence**



Monitoring of tourism activities

- We need to develop monitoring programs for tourism activities on CALM-managed lands and waters
- Monitoring needs to address environmental impacts, visitor experience and other management responsibilities
- Monitoring needs to be resource efficient
- We need to be able to answer the question

“Is tourism in protected areas being managed to be sustainable ?”

Tour operator licences

- There are currently 217 tour operators licensed to conduct tours on CALM managed lands and waters (up from 146 in 1995 and 82 in 1994)
- There are 31 E class licences, the remainder are open access T class licences

Update on tour operator licensing

- Handling of licence applications automated
- Cross referencing of operators and parks/reserves available to districts & regions
- Revision of forms
- New Admin Instruction
- Delegation of approvals
- Online access to tour operator database
- Requirement for bank guarantees or deposits

Ministerial direction

- **Licences are not to be transferable**
- **Licences will not be automatically renewed**

Amendments to legislation

- **Licences for state forest (Act and Regs)**
- **Removal of reference to transfer of licences (Act)**
- **Non renewal on environmental or management grounds (Regs)**
- **Allowance for competitive renewal of licences (Regs)**

**The Value and Development of Business and
Marketing Plans in the Recreation and
Tourism Program
Jennifer Brice and Kate McNamara**

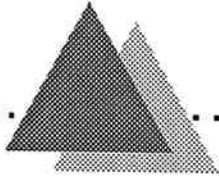
Business and Marketing Planning - Why Do It?

*Failing to Plan
= Planning to Fail*





Why Prepare a Business Plan?

- ◆ Helps you focus of what you are trying to achieve
 - ◆ Helps you communicate your goals to staff and other stakeholders
 - ◆ Helps you measure success - whether you are achieving what you set out to do
- 



How do you Prepare a Business Plan?

It must cover all aspects of the enterprise:

Management

Marketing

Finance

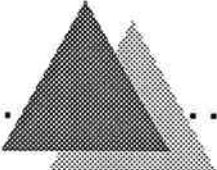
People





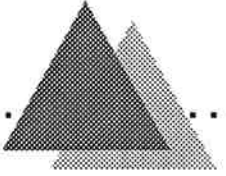
The Elements of the Business Plan

- ◆ **Business Description** -
Who are you? What are
you doing this for? Who
are you doing this for?
What's your competitive
advantage
- ◆ **Situations Analysis** -
Internal and external
factors
Competitive analysis

- ◆ **Market Identification**
who are your customers,
what are they like?
 - ◆ **The Marketing Mix**
- the P's of marketing
 - ◆ **Operational Plan**
- human and physical
resources
 - ◆ **Financial Plan**
 - ◆ **Work Plans & Review**
- 



The P's of Marketing

- ◆ Product
 - ◆ Place/Distribution
 - ◆ Price
 - ◆ Promotion
 - ◆ Packaging
 - ◆ Partnerships
 - ◆ People
 - ◆ Programming
- 



Promotion

- ◆ Advertising
 - ◆ Brochures
 - ◆ Direct Marketing
 - ◆ Travel Shows
 - ◆ Consumer Promotions
 - ◆ Publicity/Public Relations
 - ◆ Merchandising
 - ◆ Sales Promotion
 - ◆ Sponsorship
 - ◆ Word of Mouth
 - ◆ Endorsement
 - ◆ Personal Selling
- 

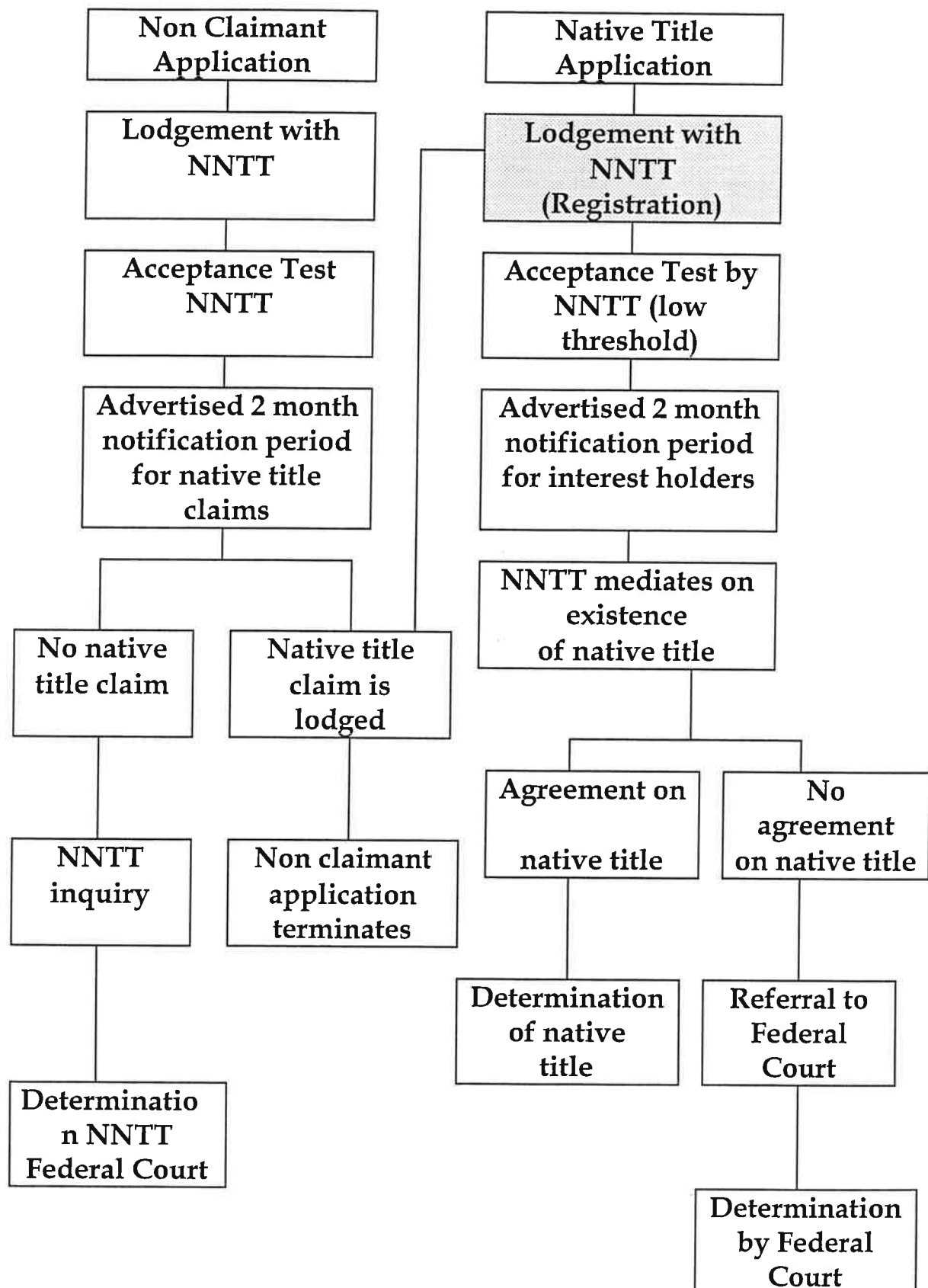
Forging Partnerships with Aboriginal People
Clancy Jarvis

THE HIGH COURT

- **REJECTED CONCEPT OF TERRA NULLIUS**
- **DIFFERENTIATED BETWEEN CROWN TITLE AND OWNERSHIP OF LAND**
- **RECOGNISED COMMON LAW NATIVE TITLE**
- **DETERMINED THAT NATIVE TITLE CAN BE EXTINGUISHED BY THE CROWN**
- **RECOGNISED THAT NATIVE TITLE RIGHTS ARE PROTECTED BY THE RACIAL DISCRIMINATION ACT**

NATIVE TITLE ACT - PROCESS

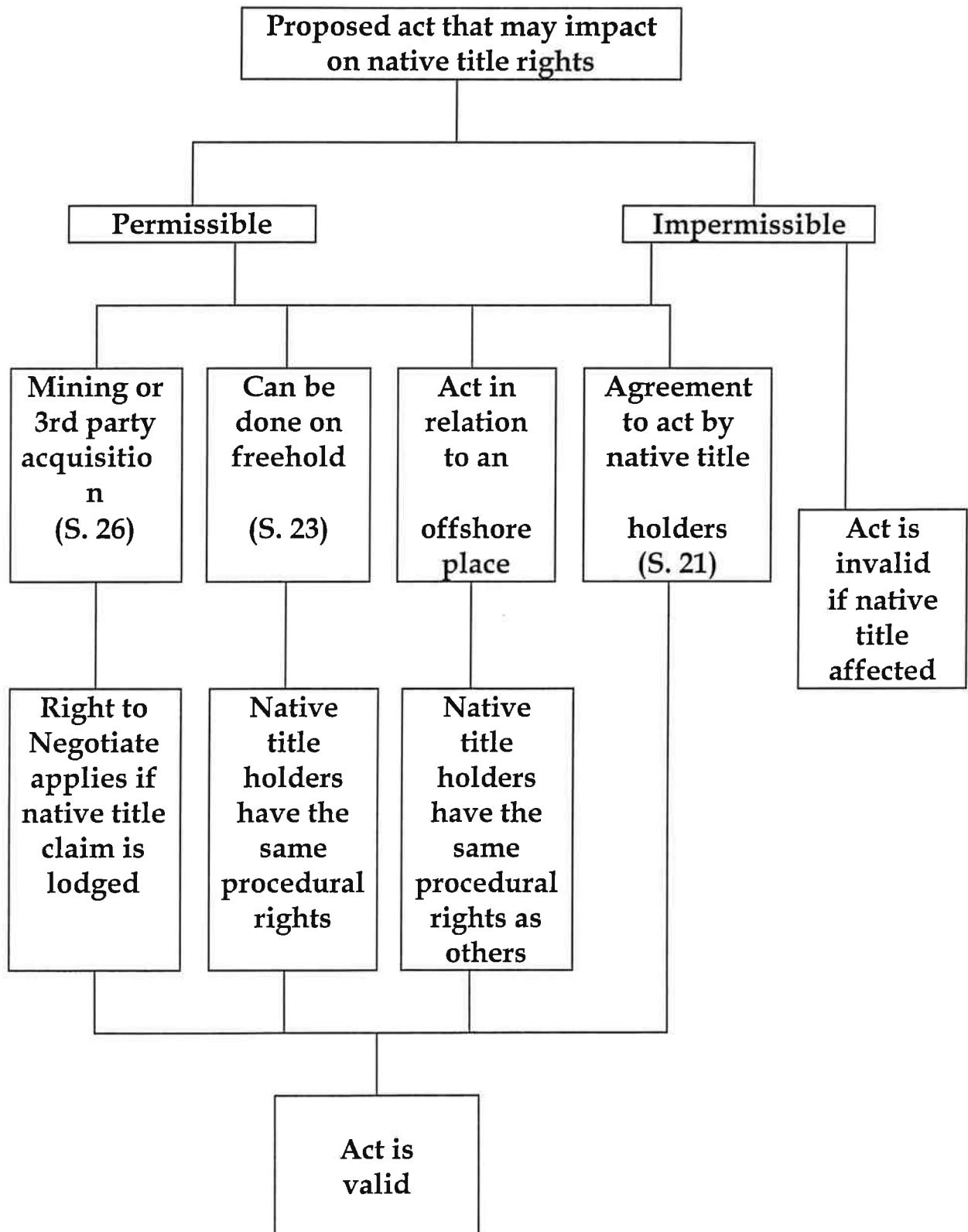
1. DETERMINATIONS OF NATIVE TITLE



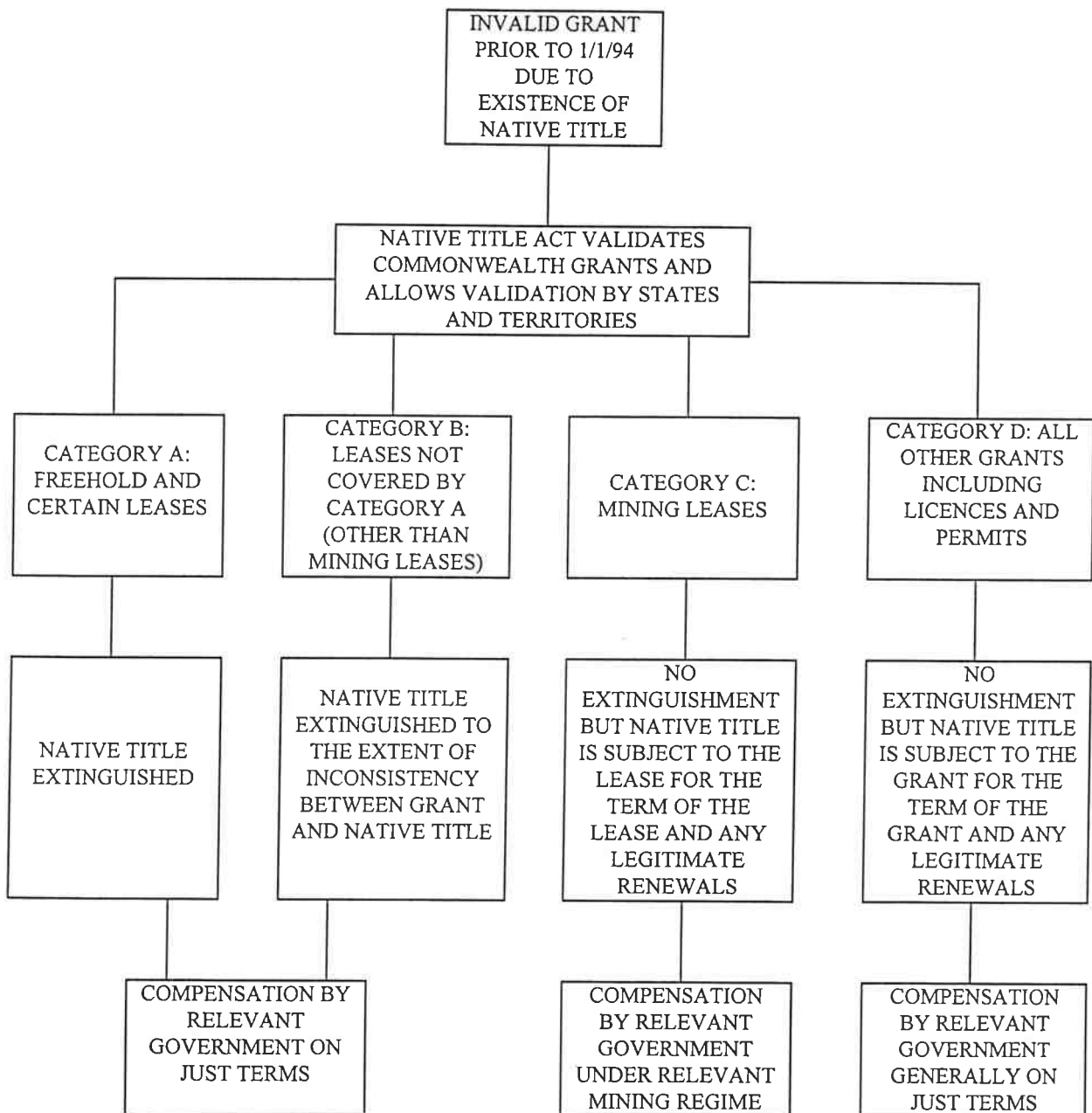
Right to Negotiate applies from here

NATIVE TITLE ACT - PROCESS

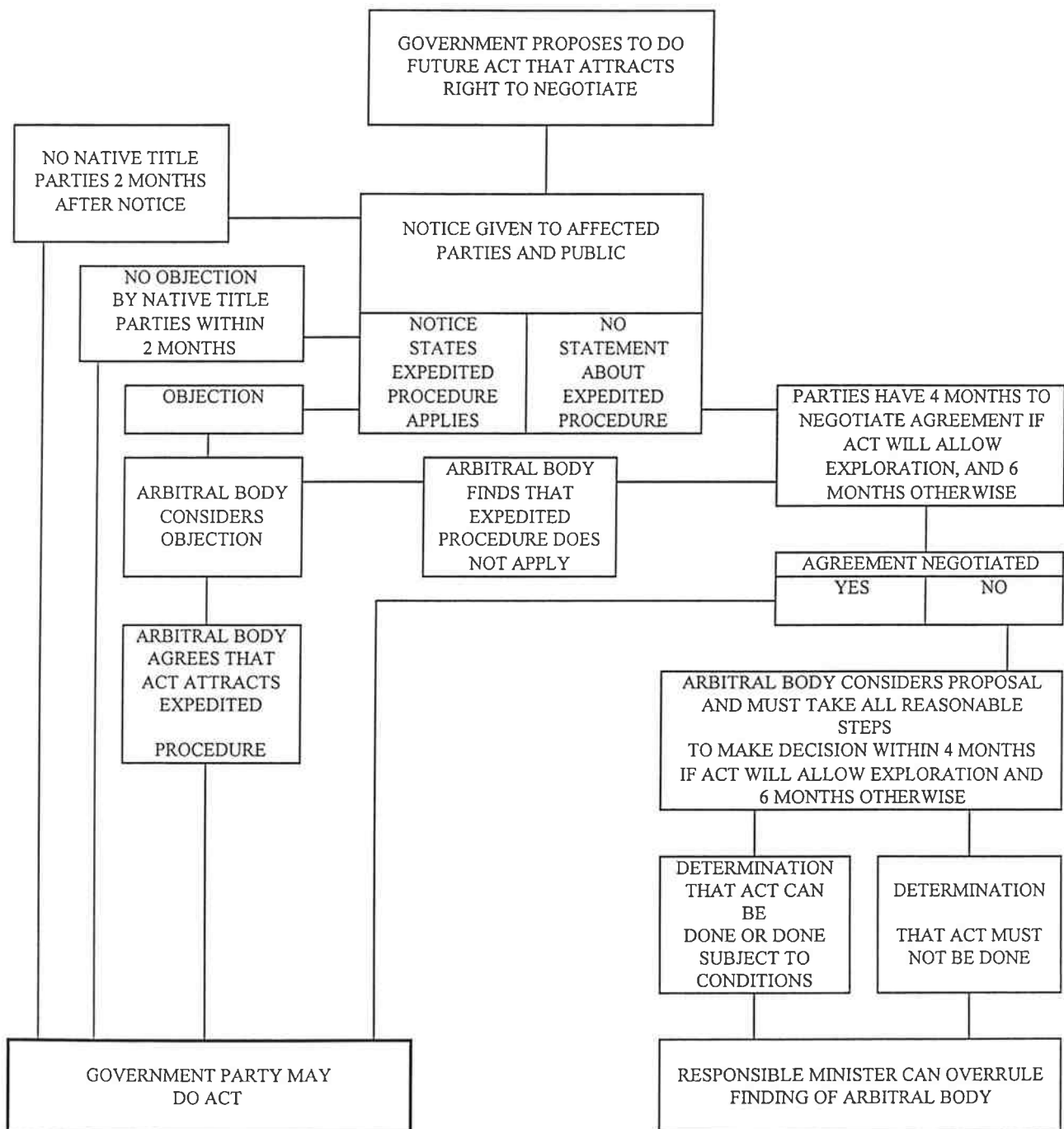
2. FUTURE ACTS



VALIDATION OF PAST GRANTS



Future Acts and Native Title - Right to Negotiate (Sections 26 to 44)



SUMMARY OF NATIVE TITLE CLAIMS

	Nationally	Western Australia	Western Australia's proportion
Claims registered by the Tribunal	253	149	59 %
Claims accepted by the Tribunal	186	119	64 %
Claims in the Federal Court	4	1	25 %
Claims resolved	0	0	0 %

(accurate to 27 May 1996)

FUTURE ACTS PROGRESS REPORT

LAND ACT TITLES & PUBLIC WORKS:

- The legislative amendments necessary to enable Land Act matters to be dealt with in compliance with the Native Title Act came into operation in December 1995.
- There are over 400 Land Act matters currently awaiting processing. These cover title grants to third parties such as urban land releases and industrial sites and the creation of Crown reserves and other tenure to enable public works such as roads, Local Government reserves and conservation areas to be established.
- As at 1 May 1996, the State had given notice of 91 Land Act proposals. It expects to give notice in respect of up to a further 30 each fortnight until the backlog is cleared.
- About half of all Land Act proposals could involve the right to negotiate procedure as they involve third party grants. The other half relate to public works and do not attract the right to negotiate but could result in compensation claims.
- Of the 28 third party notifications that have completed the notification period, 9 proposals involve areas under claim and are now subject to the right to negotiate. A further 13 proposals are within claim areas but these proposals are still in the notification period.
- There have been objections lodged by a native title party to 2 of the 18 public work proposals that have completed the notification period.

FUTURE ACTS PROGRESS REPORT

MINING TITLES:

Between 16 March 1995, when the State commenced using the future act procedures, and 31 May 1996:

- 4936 title applications representing over 90% of all mining title applications in Western Australia have been referred to the Native Title Act procedures.
- 3875 of those referred have completed the notification period and, of these, 2904 (75%) have proceeded to grant as they did not attract native title claims or objections to the use of the expedited procedure.
- 1369 (99%) of the Prospecting Licences referred have been cleared under the expedited procedure.
- 1239 (90%) of the Exploration Licences referred have been cleared under the expedited procedure.
- 801 (76%) of the Mining Leases referred have not been cleared and are now subject to the right to negotiate and future act determination procedures. Of these, 27 leases have been granted following “right to negotiate” agreements. 17 of these 27 leases relate to a single project involving 4 different claimant parties.

FUTURE ACTS PROGRESS REPORT

MINING TITLES CONT/...

- Future act determination applications have been lodged with the Tribunal in respect to a further 229 mining tenement applications. There have been no determinations to date. On 16 April 1996 the Tribunal began hearing the first of these future act determination applications, which involve 7 mining tenement applications, but have not yet reached a decision.
- The ALS has challenged the State's application for determination in regard to 5 cases on the basis that the State has not negotiated in good faith. The Tribunal has dismissed the ALS challenge but the ALS is likely to appeal that decision to the Federal Court.
- There have been objections to the use of the expedited procedure involving 178 tenement applications. Of those that have been dealt with by the Tribunal, the expedited procedure was found to apply in cases involving 49 titles and not to apply in regard to 3 titles. There have also been 39 applications where either the title application or the objection was withdrawn.
- In 5 cases the ALS has challenged the Tribunal's decision to uphold the expedited procedure, by way of an appeal to the Federal Court. The decision was handed down on 9 May 1996 and the Court has now remitted the matter to the Tribunal.
- In 2 cases the Kimberley Land Council has challenged in the Federal Court the Tribunal's decision to uphold the expedited procedure. The hearings are scheduled for July 1996.

FORGING PARTNERSHIPS WITH ABORIGINAL COMMUNITIES

FOUR ISSUES

1. CUSTOMARY USAGE

Constraints:

CALM Act and other Acts

Options:

Amend Acts & make guidelines

2. MANAGEMENT OF ESTABLISHED CALM RESERVES

Constraints:

Aboriginal Rep difficulties, limits to CALM Act

Options:

Amend Act to provide for multi-use, Aboriginal rep on Management body eg Purnululu

3. LIVING AREAS

Constraints:

Reconcile living with Conservation & limits to Act

Options:

Amend Act, Excision under Land Act or make part of plan

4. PROPOSED CONSERVATION RESERVES & ABORIGINAL LAND

Constraints:

CALM / Aboriginal relationship

Perception of conservation strategies re exclusion or economic development, limited working models

Options:

CALM leaseback eg, Mimbi or advisory role, dual purpose reserves

----- Tribal Boundaries

--- Cultural Boundaries

■ The traditional South-West, Western, and North-Western fringe of the Western Desert culture

— Western extremity of the Circumcision line

— Western extremity of the Subincision line

D
Sections with indirect matrilineal descent. The labels used for these sections vary regionally, although usually two are held in common. Also patrilineal local descent groups. Geradjen - Gariera - Nyamel Nyemnamoa type

E
Sections correlated with kin-
berns, but not in the same way
as in area D. Also, emphasis on
metamorphic descent. Djalendri
Dinica - Mass type

Sections not well defined.
Sammian local totemic terr-
and mans, grouped into larger
divisions. Ingada Sadimasia -
Wich type

Patrilineal local 'totemic' descent groups; no monsties or sections. Nganda type.

Western Union and
other long distance lines
from your local office.

After the September 11 attacks, the U.S. government has been particularly active in the area of international terrorism. The U.S. has been particularly active in the area of international terrorism. The U.S. has been particularly active in the area of international terrorism.

Proletariat and the Party
first local Communist group.
"Bolshevik type".

1. The first part of the document is a header section containing the following information:

C
Patrilined local descent groups:
no moieties or sections. Sedl
'type'

Partin lineal local 'renewal' class;
partin lineal moieties. Ungerwyrren
'type'

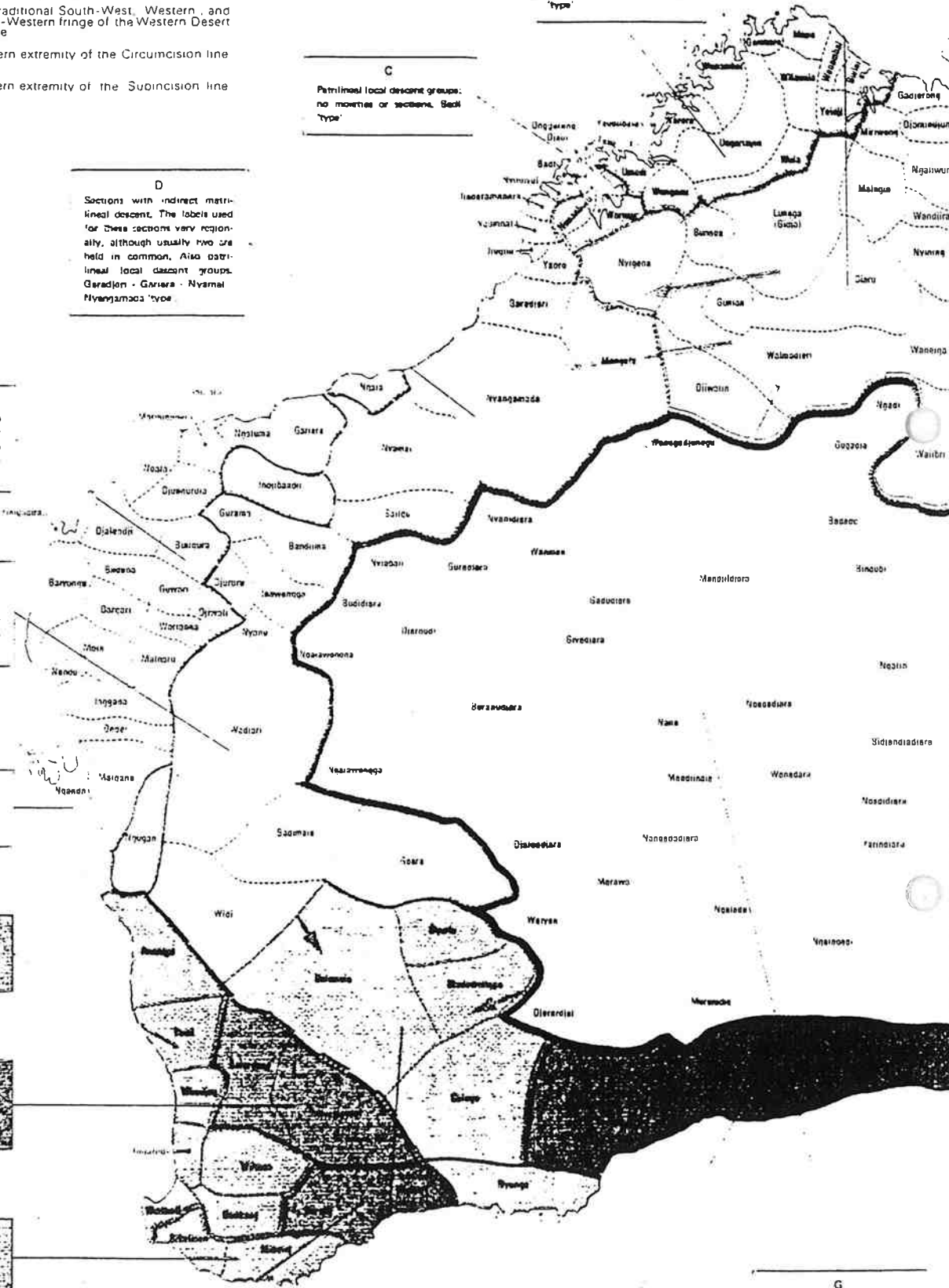
A -
Subsections with indirect
matrilineal descent; usually
associated with patrilineal local
descent groups. Mudbari
Warliri (Walbiri) Northern
Territory 'type'

N
Two alternating endogamous, paired divisions called Kling-fisher and Bee-eater divided marriage took place within each, down division and one's children were of the opposite division. It can be regarded as a two-field system or as an elaboration of the first National Western Desert form.
Gallinas - Gallup - Navajo
Tree

G

Alternate generation levels, and patrilineal local descent groups. Within historic times there has been a process of rapprochement between two differently named section systems (which sprang into the area), some times combined to make a 'dissection' system. This is the largest area in Australia which traditionally had overall similarity in social organisation.

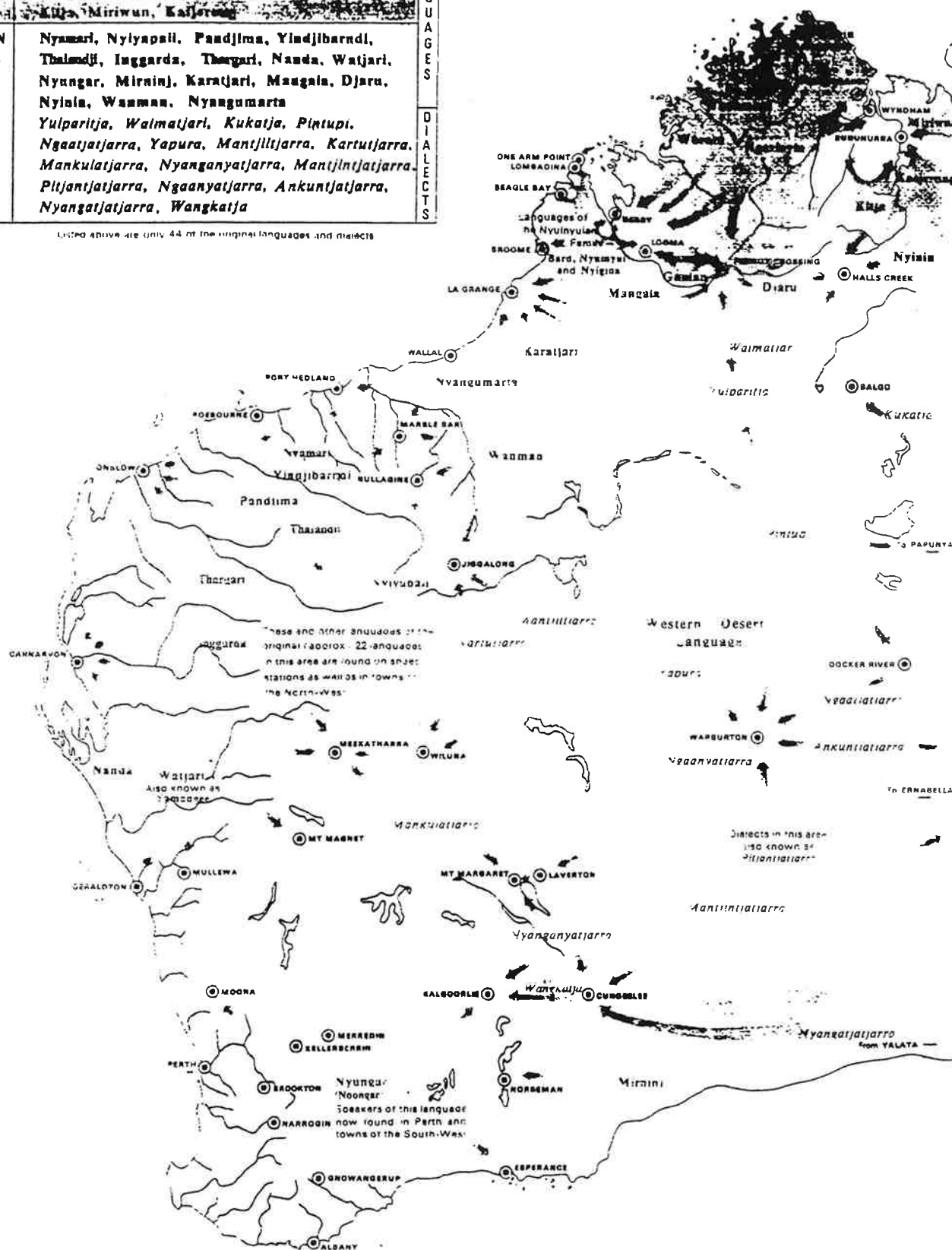
Western Desert Type



LANGUAGE FAMILY	LANGUAGES & DIALECTS
WORORAN	Ngarinyin, Worora, Wunambal, Kunin
NYULNYULAN	Nyulnyul, Bard, Nyigina
BUNABAN	Bunaba, Gausan
DJERAGAN	Kija, Miriwun, Kalljarra
PAMA-NYUNGAN	Nyamarl, Nylyapali, Pandjima, Yindjibarndi, Thalandji, Iuggarda, Thargari, Nanda, Watjari, Nyungar, Mirninj, Karatjari, Mangala, Djaru, Nyilina, Wamman, Nyangumarta, Yulparitja, Wamatjari, Kukatja, Pintupi, Ngaatjatjarra, Yapura, Mantjiljjarra, Kartutjarra, Mankulatjarra, Nyanganyatjarra, Mantjintjatjarra, Pitjantjatjarra, Ngaanyatjarra, Ankuntjatjarra, Nyangatjatjarra, Wangkatja

Listed above are only 44 of the original languages and dialects

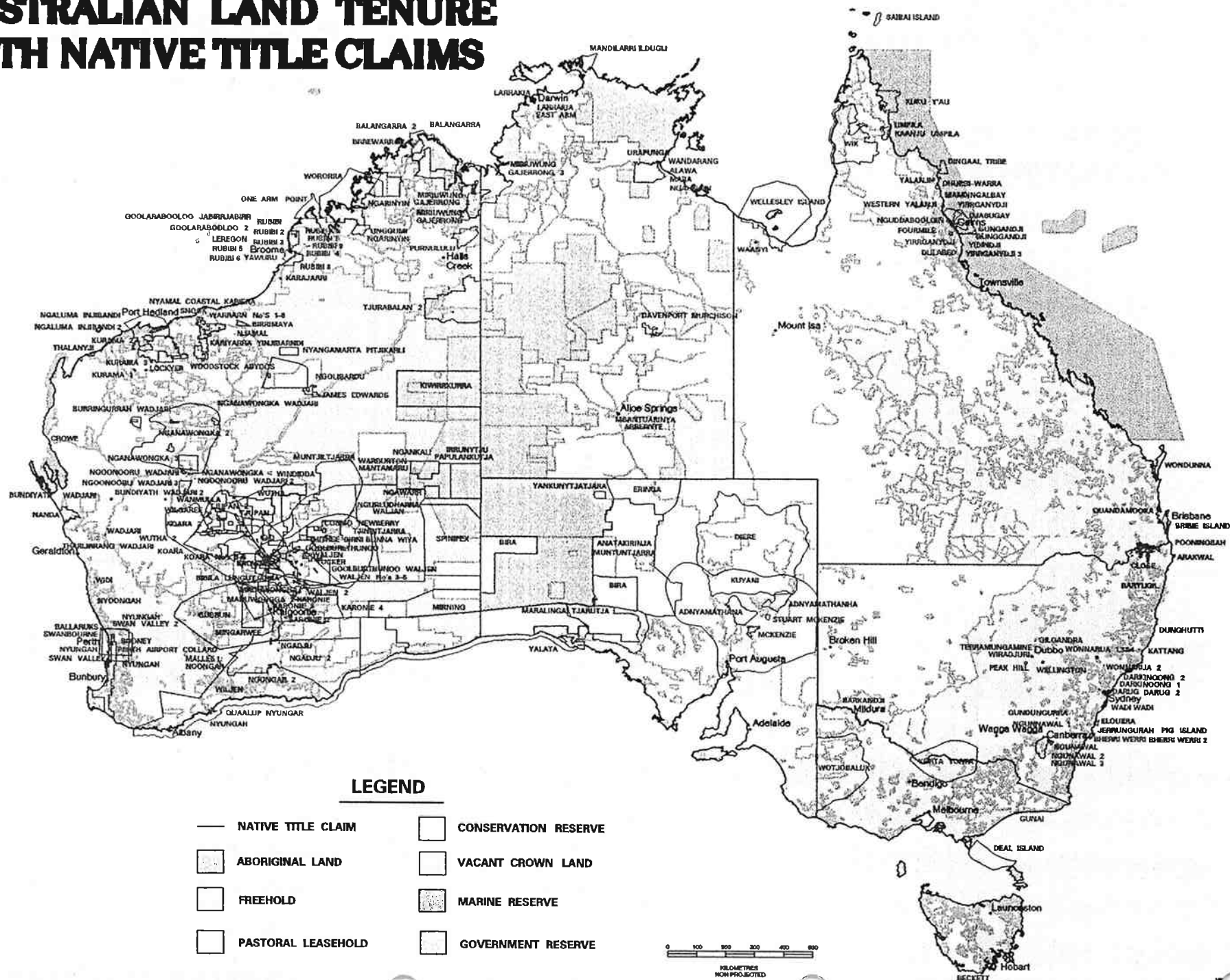
LANGUAGES
DIALECTS



Centres into which have drifted significant numbers of the Aboriginal population

Arrows signify recent movements of the speakers of the various languages and dialects.

AUSTRALIAN LAND TENURE WITH NATIVE TITLE CLAIMS



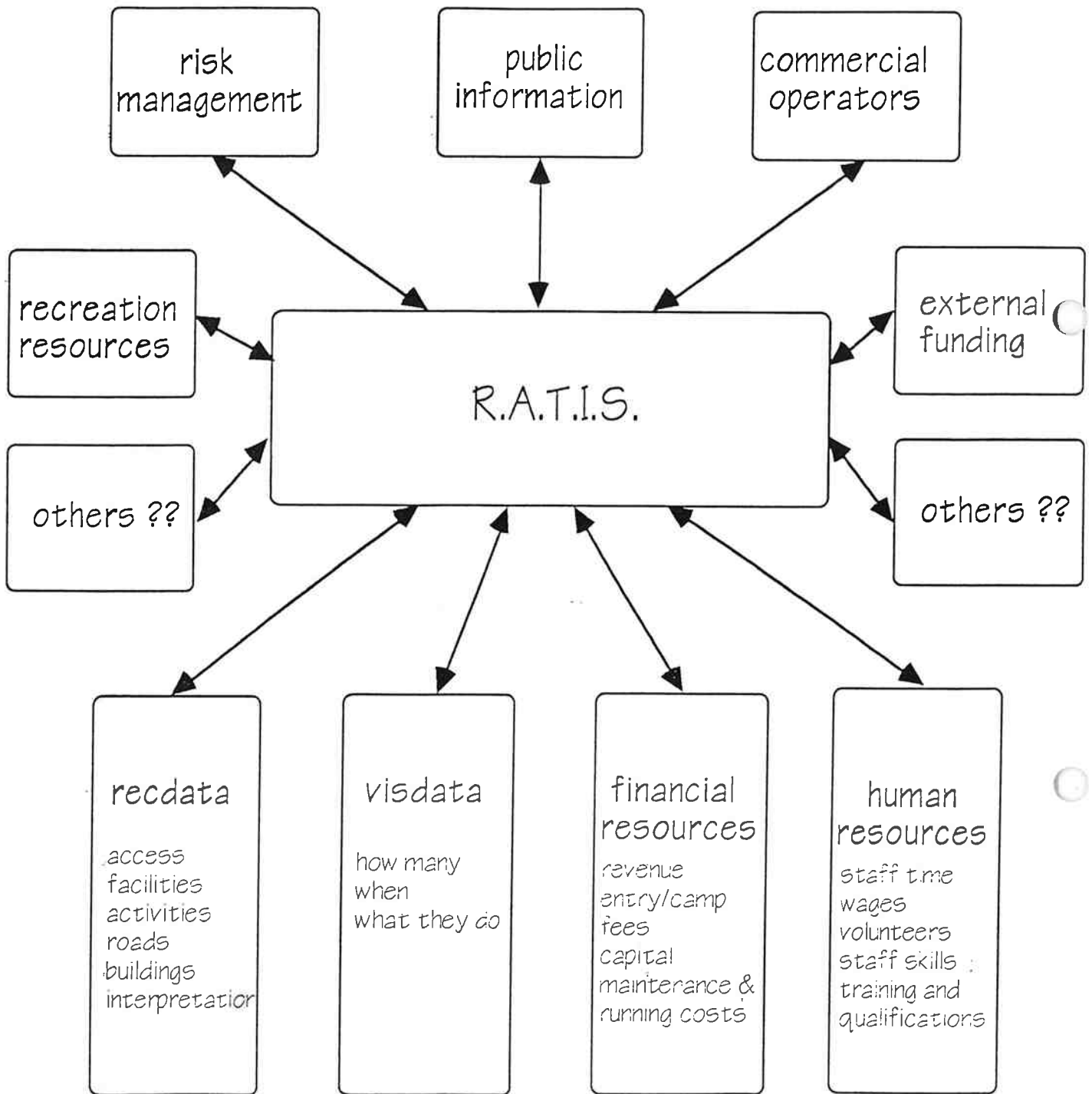
Status of RATIS
Tracy Churchill and Alan Sands

STATUS OF RATIS

8 February 1996

HOPEFUL SEQUENCE OF EVENTS

	stage	date	responsible
1.	Consultant "Review of RATIS" has been completed	February	Consultants
2.	Recommendations to be presented to Jim Sharp for approval	12 February 96	Working Group
3.	Executive Information Management Committee for endorsement and funding	14 February 96	Jim Sharp
4.	Nominate Project Manager and new Project Team	March	Jim Sharp and Information Management Branch
5.	Determine minimum information requirements	late February	Working Group
6.	Initiate Functional Requirements, Analysis and Design Stage	March	Project Team
7.	Liaise with key branches and nominated users	March	Project Team
8.	Contract system designer	March	Project Team
9.	Initiate design of system and forms	March	Contractor
10.	Prepare data collection plan	March	Project Team
11.	Determine training requirements	March	Project Team
12.	Implement electronic system	April	IMB/Contractor
13.	Train staff	April	Project Team
14.	Undertake data collection	May	Regional Leaders
15.	Input and test data	June	Regional Leaders
16.	Wash-up	July	Project Team



RATIS

PROPOSED MANAGEMENT STRUCTURE

8 February 1996

A Management Structure is required to ensure proper design, implementation and management of RATIS. The following chart outlines the key roles and responsibilities that are needed. The ?? will be decided in due course.

System Owner (determines need of information system)	Director Parks, Recreation, Planning and Tourism
System Custodian (acquires, develops and continually maintains system)	??
Information Custodian (ensures validity of information provided)	Director Parks, Recreation, Planning and Tourism
Data Custodian (ensures integrity, timeliness, format, reliability, completeness and security of data)	??
Help Officer (client liaison with users)	?? (officer in PRPT Division)
Project Team (steers day-to-day activities in the implementation of RATIS and directly reports to Director Parks, Recreation, Planning and Tourism)	
Project Manager (IMB)	??
Region, District rep's	Alan Sands Daryl Moncrieff Peter Keppel Rod Annear Julie Price Val Cave
Division rep's	Project / Help Officer Tracy Churchill Hamish Crawford Luisa Liddicoat Lotte Lent
Information Management Branch rep.	??
Finance Branch rep.	?? maybe Larry Nicholl
Corporate Relations rep.	??

SUMMARY OF RATIS PROPOSAL

CP CONSULTING

BUSINESS OBJECTIVES

1. multi-stage solution - capture high priority data, then wider needs
2. low cost stage 1 solution using software currently being implemented
3. maintain information standards, definition and guidelines
4. develop formal definitions of data sets and reports required by CALM and others.

SCHEDULE OF OUTCOMES

Improved:

1. recreation and tourism asset management
2. quality of and access to management information
3. planning for maintenance, resource allocation and capital expenditure.

SUMMARY OF RATIS PROPOSAL

CP CONSULTING

cont...SCHEDULE OF OUTCOMES

More specifically:

- maintain consistent and comprehensive record of recreation and tourism assets
- plan for visitors needs
- assess trends for use of recreational assets
- works programming for development and maintenance
- determine funding priorities
- unit costs of construction and maintenance
- generate cost comparisons
- public enquiries and preparation of publications
- social research programs
- report for immediate and annual information
- integrate and network with other CALM systems
- integrated land planning and management
- better management of public liability risks.

SUMMARY OF RATIS PROPOSAL

CP CONSULTING

IMPLEMENTATION ISSUES

- funding
- dependence on adequate communication infrastructure
- adherence to sufficient standards and guidelines
- training
- 30 June 96 deadline for asset register
- Oracle Assets implementation
- extent of BeyondMail by 30 June 1996
- development of MOIR (Minimum Operating Information Requirements) for RATIS
- availability of PC dial-in facilities to Banyan LAN.

RISKS TO RATIS' SUCCESS

- timely availability of funding
- support and enthusiastic use of system by staff
- implementation of BeyondMail and WAN
- access to key CALM staff during development phase.

SUMMARY OF RATIS PROPOSAL

CP CONSULTING

OPTION RECOMMENDED

Stage 1

- BeyondMail workflow features for data collection facilities
- CALM currently installing BeyondMail, can be used in areas with access to LAN, WAN and through a modem and phone line
- "Electronic Forms" to create and update local databases
- Regular communications with Perth for processing and inclusion in Oracle database
- Linking with other corporate databases.

Stage 2

- Electronic forms replaced with programmed front-end software upon completion of CALM's proposed communications network (planned Dec 1996)
- Regional and District offices will be capable of querying Oracle and database.
- Consolidation with integrated corporate databases.

SUMMARY OF RATIS PROPOSAL

CP CONSULTING

RESOURCE IMPLICATIONS

Stage 1 -	\$103,404	includes costs for BeyondMail software purchase
Stage 2 -	\$36,000	assumes an existing Oracle installation and communication infrastructure completed.

RECOMMENDATION AND ACTIONS

That this proposal be accepted and progressed to Functional Requirements, Analysis and Design stage.

Undertake these actions:

1. endorse proposal
2. confirm funding
3. initiate Functional Requirements, Analysis and Design stage
4. implement Stage 1.

Facilities - Furniture

Item Number

each facility is to be identified as an individual item, using an item number. (Use of bar codes allow an electronic 'stocktaking' and may be adopted in the future.)

Facility and type ***

the facility and its type

PRELIMINARY

BBQS

Square concrete
Fire ring - large
Fire ring - small
Gas - solid enclosure
Gas - wire mesh
Electric - one plate
Electric - two plate
Reticulated supply

BINS

Colorbond
44 gallon drum
Large hire bin / skip / hopper
Trailer bin
Sulo roller bins
Recycling
No bin site

PAMPHLET DISPENSER

DONATION/FEE PILLAR

PICNIC TABLES

Planks and logs
Timber boards, slanted legs
Timber boards, vertical legs
Short square, no seats
Disabled accessible version of t2
Support 4 seats
Metal frame, timber boards

PLAYGROUND EQUIPMENT

SEATS

Concrete and boards
Log seats
Stool logs
Primitive

SHOWERS (FREESTANDING)

SIGNS

Feature Entrance Sign
Entry/Registration Station Signs

preliminary draft

FACILITIES - Furniture

ITEM NO.	FACILITY	TYPE ***	DATE OF INSTALLATION ***	CONDITION ***	ACCESS	REPLACEMENT COST	EXPECTED LIFE SPAN
1	BBOQ5	square concrete	1995	2	NA	\$250	5 years
2		square concrete	1994	3	NA	\$250	5 years
3	BINS	44 gallon drum	1965	6	NA	\$100	2 years
4	PICNIC TABLES	metal frame timber boards	1993	5	NA	\$1200	5 years
5		metal frame timber boards	1993	5	NA	\$1200	5 years
6		metal frame timber boards	1993	5	NA	\$1200	5 years
7		metal frame timber boards	1993	5	NA	\$1200	5 years
8		metal frame timber boards	1993	5	NA	\$1200	5 years
9	SIGNS	feature entrance sign	1993			\$250	10 years
10		trailhead sign	1993	3		\$125	5 years
11		totem	1993	4		\$100	5 years

Site Description

- Landscape character type ***** the Landscape Character Type given to the area in the Landscape Character Types of Western Australia by Sturge-Street and Kirkpatrick. (A pull-down menu with the LCT's listed.)
- Vegetation Type** the type and structure of the vegetation prevalent on the site, such as Jarrah-Banksia woodland. If more than one type exists, list all in order of size with the largest area first.
- Soil Type** the soil type of the majority of the site
- Erosion Potential ***** the susceptibility for erosion, high medium or low.
- Rare and endangered** if known, is there declared rare flora on or near the site. Yes/No/Unknown (potential to click here to link with Rare and Endangered Database)
- Hygiene status ***** if known, is there disease present on the site or is it interpretable.
- Weeds ***** the weeds that are present on site. Record those which pose a problem, potential problem and those that require management. Give a description of the actions, if required.
- Landform** the type of landform that represents the majority of the site:
valley
scarp
plain
hillside
- Aspect ***** the aspect of the majority of the site:
north
south
east
west

preliminary draft

Recreation and Tourism Information System

SITE NAME	Sample Picnic Site	District	Anywhere District
General Area	Everywhere National Park	Region	Over There Region

SITE DESCRIPTION FORM

Landscape Character Type	Leeuwin Naturaliste Coast	Vegetation Type	Coastal Heathland
Soil Type	gravelly loam	Rare Flora & Endangered Species	Yes
Erosion Potential	High <input type="checkbox"/> Medium <input checked="" type="checkbox"/> Low <input type="checkbox"/>	Weeds	Yes
Hygiene	PC Amalaria	Description of Weeds	Watsonia None
Landform (tick)	Valley <input checked="" type="checkbox"/> Plain <input type="checkbox"/> Scarp <input type="checkbox"/> Hillside <input type="checkbox"/> Aspect north Slope (degrees) gentle <3	Water (tick)	Sea <input type="checkbox"/> River <input checked="" type="checkbox"/> Lake <input type="checkbox"/> Creek <input type="checkbox"/> Inlet <input type="checkbox"/> Swamp <input type="checkbox"/> Estuary <input type="checkbox"/> Dam <input type="checkbox"/> Waterfall <input type="checkbox"/> Reservoir <input type="checkbox"/>

Views available (tick)

Panoramic ☐ Enclosed ☒ Detail ☐ Focal ☐ Ephemeral ☐

Significant Landscape Features (tick)

Rivers/Lakes ☐ Fauna ☒ Wetlands ☐ Caves ☐
Coastal Landform ☐ Breakaway ☐ Rock Outcrops ☒
Beach ☐ Mountains ☐ Flora ☐

Benchmarking and Best Practice
Colin Ingram

Benchmarking and Best Practice

Presentation

to the

Recreation and Tourism Program Workshop

Point Walter

May 1996

What is it ?

Benchmarking: the process of comparing our practices against other organisations doing the same task

Best Practice: the process of learning 'best practice' from other organisations & adapting them to improve our own performance

What it isn't !

- it's not another management fad
- it's not TQM
- it's not a dogma for management
- it's not detailed management guidelines

What it is !

- it's a tool to learn and do things better
- it's policy formation based on current practice
- it's process oriented
- it's about sharing good ideas
- a stimulator of change

Why do it ?

- to develop best practices based on tried and tested processes
- share resources and avoid duplication
- improve efficiency and performance through sharing information
- develop national standards and approaches which can be readily adapted to suit regional differences
- establishes a process in which performance indicators can be developed to measure the effectiveness of effort

Who is driving this project ?

ANZECC

- Standing Committee on Conservation (SCC)
- Working Group on National Parks and Protected areas
- State agencies

How does it work ?

- each State leads a project
- State coordinator for each project
- Project brief developed
- Benchmarking exercise
 - questionnaire
- Best practice
 - process developed

Benchmarking

- compares efficiencies
- compares inputs
 - effort, \$ spent, people, approach
- compares outputs
 - results, \$ returned, \$ saved
- compares processes
- collects ideas and identifies deficiencies

Best Practice

- develop a draft model/process based on benchmarking exercise
- input from agency reps
- model/process finalised and approved by SCC

Making it work

- agencies benchmark against new model
- develop strategies to bridge the performance gap
- modify/adopt best practice model
- develop performance indicators


What's occurring ?

Stage 1

- Neighbour relations
 - (NSW) Daryl Moncrieff
- Staff training
 - (Vic) Cliff Hallam
- Asset management
 - (SA) Alan Sands
- User pays
 - (Qld) Col Ingram
- Visitor research
 - (Vic) Luisa Liddicoat
- Track classification
 - (Tas) on hold

Stage 2

- Risk management and public liability
 - (WA)
- Leases and concessions
 - (NT)
- Natural resource monitoring and performance standards
- Weeds and feral animal management



**Where does this fit into the
Recreation and
Tourism Program ?**

Customer Comment Card Survey Results
Luisa Liddicoat



Department of Conservation and Land Management (CALM)

Recreation & Tourism Survey

Dear Visitor,

CALM is committed to providing quality visitor facilities and services and ensuring that you have an enjoyable time.

Please complete this survey form and let us know what you think of the facilities and services that you have used during your stay.

Your response to this survey will help us better serve your needs.

Please drop this card in the survey box provided or give it to a CALM Officer. Thank you.

4. Are you visiting:

(Please tick one)

1. By yourself

☐

4. With family & friends

☐

2. With friends

☐

5. With a club/
organised group

☐

3. With family

☐

6. Other (please
specify below)

☐

Please specify:

5. Would you return to this Park/area again?

(Please tick one)

1. Yes

☐

2. No

☐

6. Age group (please write the number of people in your party in each age group, including yourself)

	Under 15	15-24	25-39	40-59	60 & over
Females					
Males					

7. Name of your suburb/town:

State:

Postcode:

Country (for overseas visitors):

Office Use Only:

Form No.

Date day month year

Name of national park, State forest, marine park or reserve

1. How would you rate your visit overall in terms of satisfaction?

(Please tick one)

1. Extremely
satisfying

☐

4. Somewhat
satisfying

☐

2. Very satisfying

☐

5. Slightly
satisfying

☐

3. Moderately
satisfying

☐

6. Not at all
satisfying

☐

Please explain:

2. How many times a year do you visit this Park/area?

(Please write number)

(Please tick if applicable)

a. Times/year

b. First time

☐

CALM Caring Naturally

Printed on recycled paper

IMPORTANCE
Please tick the box that
best describes how
IMPORTANT you feel each
of the following are:

Please tick the box that best describes how **IMPORTANT** you feel each of the following are:

[illegible]

3. Complete both Importance and Satisfaction sections of this question.

- a. Standard/condition of picnic areas and tables
- b. Standard/condition of camping facilities
- c. Standard/condition of toilets
- d. Cleanliness of BBQs
- e. Design/function of facilities
- f. Location of facilities
- g. Crowdedness of facilities
- h. Provision of disabled facilities
- i. Condition of sites
- j. Condition of roads
- k. Condition of car parks
- l. Condition of walking tracks
- m. Remoteness of recreation sites
- n. Natural attractiveness of the area
- o. Provision of information, interpretation, signs and maps
- p. Provision of guided tours, ranger talks and activities
- q. Provision of Aboriginal information and interpretation
- r. Presence of CALM staff

Please tick the box that best describes how SATISFIED you feel each of the following are:

Please tick the box that best describes how SATISFIED you feel each of the following are:

[illegible]

COMMENTS

TABLE 1 - COMMENT CARD SURVEY

Summary of responses of Comment Card Survey carried out in main national parks, forests & reserves

AREA	Month/ Year	No. Forms received	Response rate	Enjoyed their visit very much	Enjoyed natural features/ beauty	Need for provision of facilities/ services		Origin of Respondents			
						YES	NO	Perth metro	WA country	Inter state	O/ seas
1. John Forrest National Park	Apr'94	51	26%	75%	55%	73%		100%			
2. Lane Poole Reserve	Apr'94	33	33%	73%	64%	81%		97%	3%		
3. Serpentine National Park	Apr'94	33	33%	88%	67%		52%	68%	16%	14%	
4. Walyunga National Park	Apr'94	77	39%	68%	62%	55%		100%			
5. Yanchep National Park	Apr'94	42	7%	69%	48%	76%		92%		5%	3%
6. Collie State Forest	Apr'94	37	37%	95%	90%	60%		94%	3%	3%	
7. Manjimup State Forest		51	17%								
• Four Aces Site	Apr &	(for both	(for both	76%	84%		67%	63%	20%	17%	
• Diamond Tree	May'94	sites)	sites)	94%	77%	73%		47%	33%	13%	7%
8. Gloucester Tree	Apr'94	81	27%	72%	85%		57%	31%	16%	27%	26%
9. Walpole	Apr & May'94	51	17%	88%	79%		54%	68%	21%	11%	
10. Dryandra Woodland	Apr, Jul & Aug '94	24	24%	92%	95%		57%	88%	8%		4%
11. Kalgoorlie Arboretum	Apr'94	28	28%	93%	85%	54%		11%	85%	4%	
12. Nambung National Park	Apr'94	70	70%	91%	89%		55%	38%	1%	36%	25%
13. Kalbarri National Park	Apr'94	40	40%	85%	73%	58%		75%	11%	3%	11%
14. Cape Range National Park	May - Aug'94	39	15%	90%	54%	67%		32%	30%	38%	
15. Shell Beach Conservation Park	Apr'94	38	19%	53%	52%	52%		47%	9%	34%	9%
16. François Péron National Park	Apr'94	18	18%	82%	92%		53%	41%	12%	35%	12%
17. Millstream-Chichester National Park	Apr'94	62	62%	90%	96%	59%		20%	51%	25%	5%
18. Karlijini National Park	Apr'94	30	30%	90%	92%	50%		16%	12%	16%	56%
19. Purnululu National Park	Apr & May'94	41	76%	100%	94%	59%			5%	87%	8%
20. Goolle Gorge National Park	Apr & May'94	21	21%	90%	62%		74%	28%	11%	39%	22%

Total N° forms
received=867
Average
response
rate=32%

TABLE 2 -COMMENT CARD SURVEY

**SUMMARY OF COMMENTS OF COMMENT CARD SURVEY CARRIED OUT IN MAIN
NATIONAL PARKS, FORESTS & RESERVES**

AREA	MAIN REQUESTS	OTHER COMMENTS
1. John Forrest National Park	More BBQs and grass areas. More information/signs/interpretation and provisions of rubbish bins.	More information on walk trails with precise distances marked.
2. Lane Poole Reserve	Provision/improvement of ablution blocks.	Disappointed/disturbed by noise from loud music and unsocial behaviour from other users.
3. Serpentine National Park	More BBQs and seating areas. More walk trails, information, signs and interpretation.	More facilities such as shade areas, drinking water, banning of alcohol, loud music and broken glass. Support for CALM's work.
4. Walyunga National Park	More BBQs and seating areas. More walk trails with distances marked. Provision of rubbish bins. More information. Kiosk.	Support for CALM's work. Protect/ conserve. Wildfire and dryness disfigured the Park
5. Yanchep National Park	Better kiosk/shop. More BBQs. Disruptions caused by road works.	Improve facilities/services. Protect/ conserve.
6. Collie State Forest	Provision/improve ablution blocks and lighting, speed limit next to campsite, bitumen road to reduce dust problem.	Complaints on presence of dogs, loud music and generators. Friendly, helpful staff. More interp., info. and education of the public.
7. Manjimup State Forest • Four Aces Site • Diamond Tree	Leave it as natural as possible. More info, signs, walk trails with distances marked; no logging operations and equipment.	More info signs, displays, flora and fauna lists and viewing platform.
8. Gloucester Tree	Leave it as natural as possible.	More/better toilets. Safety of steps. Kiosk, no control burning during peak visitation.
9. Walpole	Leave it as natural as possible.	Improve boat ramp (and lighting). Against net fishing. Signs, info, ablution blocks, closure of sites (against) and maintenance of facilities.

AREA	MAIN REQUESTS	OTHER COMMENTS
10. Dryandra Woodland	Leave it as natural as possible. Impressed with n°. and species of wildlife observed. Requests for flora and fauna lists.	Repairs/maintenance required . Walk trails with distances marked. Maps, signs, information and drinking water.
11. Kalgoorlie Arboretum	More BBQs, toilets, shade areas and drinking water.	Enjoyed their walking the dog experience.
12. Nambung National Park	Improve condition of the road. Leave it as natural as possible.	Awe inspiring, unusual, unique, fascinating, far more impressive than photos.
13. Kalbarri National Park	Improve condition of the roads.	Provision of shelter/shade areas, more info/displays, signs, drinking water, camping areas.
14. Cape Range National Park	Improve condition of the roads.	Leave it as natural as possible. Excellent visitor centre. Friendly helpful campground hosts.
15. Shell Beach Conservation Park	More shelter facilities, water, information.	Car park/road works detracting from enjoyment of the natural beauty of the area.
16. François Peron National Park	More signs/info/maps (and multilingual signs), better road tracks, more tracks with distances marked. Provision of rubbish bins.	Leave it as natural as possible. More staff needed.
17. Millstream-Chichester National Park	More/larger campsites. More maps of the area.	Leave it as natural as possible.
18. Karijini National Park	Improving access to the gorges, walk trails, surface in camp area is rough.	Leave it as natural as possible. More info/maps/signs and drinking water.
19. Purnululu National Park	Low key ablution blocks. Appreciate ruggedness, leave it as natural as possible.	More info/signs/interpretation.
20. Geikie Gorge National Park	Leave it as natural as possible.	More visible signs. More info about Aboriginal history, walk tracks with distances marked, times involved and degree of difficulty.

Interpretation Services Survey Results
Lotte Lent

RESULTS OF QUESTIONNAIRE ABOUT INTERPRETATION SERVICES

On Friday, 3 May 1996, the Director of Parks, Recreation, Planning and Tourism distributed a questionnaire developed by the Visitor Interpretation Section (VIS) to gain feedback on the performance of the Section. The questionnaire was sent to all Branch, District and Regional Managers who were asked to complete it and to distribute the questionnaire to other staff who have an interest in interpretation. In all, feedback forms were sent directly to 51 people including nine Regional Managers, 22 District Managers and 20 Branch Managers.

A total of 34 responses (67%) were received from various CALM offices, including: Walpole, Manjimup, Pemberton, Collie, Geraldton, Cervantes, Exmouth, Woodvale, Kelmscott, Yanchep, Mundaring, Como, Busselton, Narrogin, Merredin, Katanning, Albany, Woodvale, Esperance and Kununurra.

Overall, respondents called for renewed resources to be put into visitor interpretation, primarily through regionalised specialist officers. Assistance with interpretive planning was noted as the most important overall service that the VIS could provide.

1. Which of the following describes your primary role in CALM?

Most responses were from staff who described their role as either in management or operations.

Operations	Management	Planning	Other	Research	Not answered	Administration	Training	Total
13	11	7	3	0	0	0	0	34

2. How is Interpretation currently managed?

For the most part, interpretation is managed in by various Regional and District staff.

District or Regional staff	VIS and Regional staff	Not answered	Ranger	Planning Officer	RTPL with consultant	Seasonal Interpretation officer/ CALM staff	Regional Interpretation Officer	Total
14	9	3	2	2	2	1	1	34

3. Which would be your preferred way of managing interpretation in your Region/area on an ongoing basis?

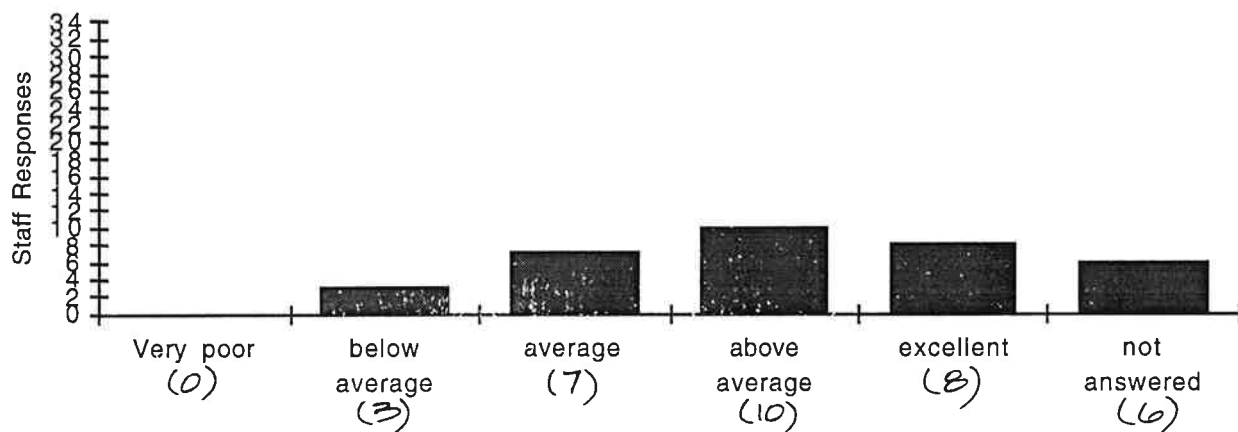
The method favoured by the majority of respondents was through a Regional Interpretation Officer. In fact, of eight who selected "A combination of the lot" all of them wanted an interpretation officer in the combination. The chart below shows that 30 out of 34 respondents (88%) favoured access to a specialist interpretive officer.

Regional Interpretation Officer	A combination of the lot	Como-based Interpretation Officer	Recreation & Tourism Program Leader	Trained volunteer	Unanswered	Outside consultant interpreter	Seasonal Interpreter	Total
20	8	2	2	1	1	0	0	34

3a. Please rate the Visitor Interpretation Section on the following services you may have received.

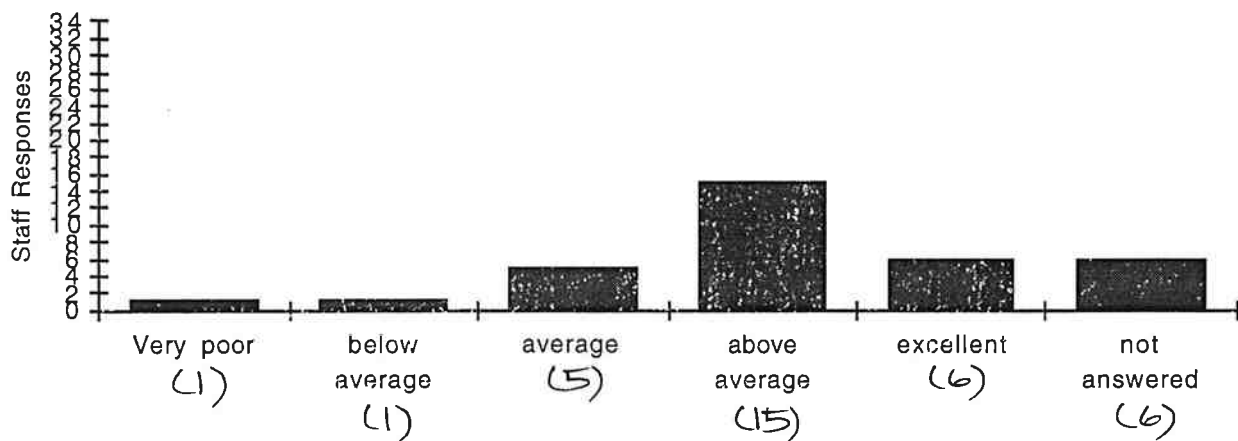
Visitor Interpretation Section's willingness to assist tended to fall between average and above average.

Willingness to assist



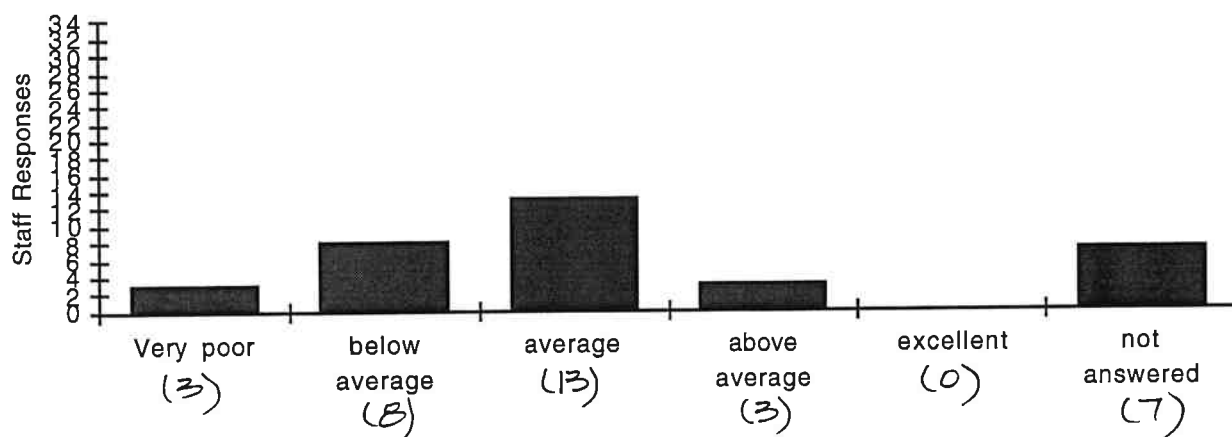
The VIS staff's breadth of knowledge was generally considered above average. It should be noted that the one "very poor" response was made specifically in relation to hardware for marine interpretation which is a relatively new area. (The experience VIS has had with underwater interpretive hardware is limited to the development of the Boyinaboat Reef dive trail in the Swan Region. This experience would likely have been built on in designing the Rottnest Island dive trails in 1995.)

Breadth of knowledge



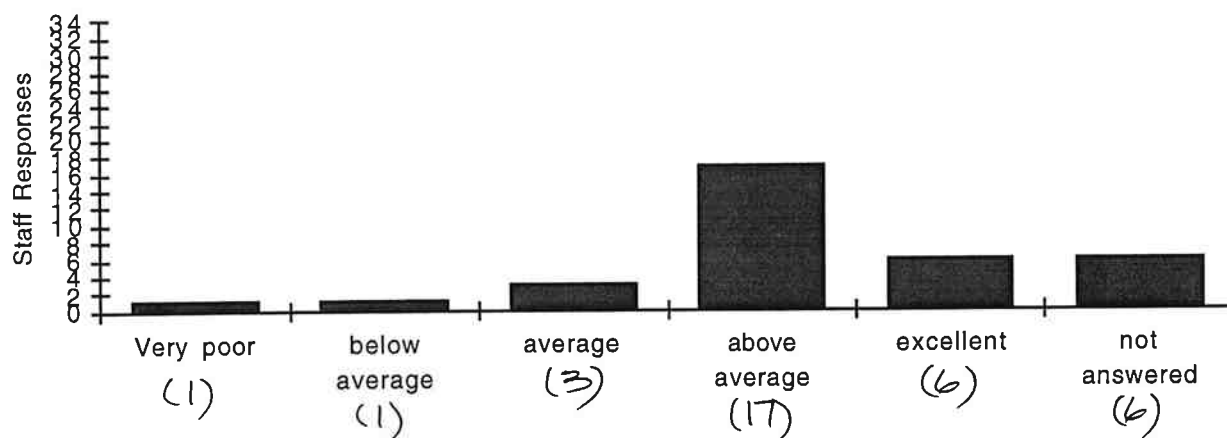
Timeliness of service by VIS was generally considered average or lower with only three respondents rating timeliness above average.

Timeliness

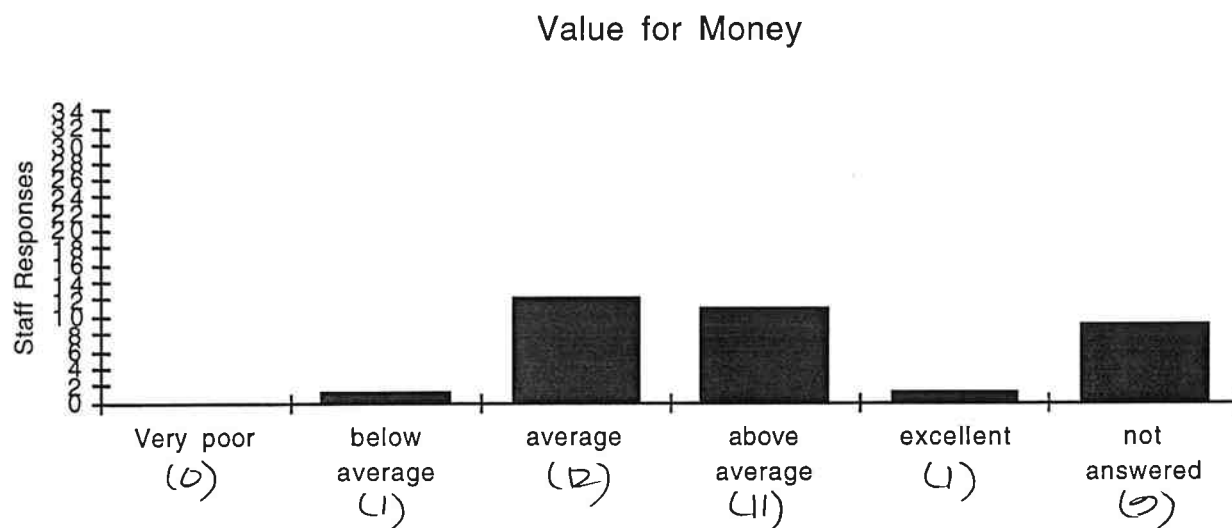


Visitor Interpretation Section's quality of product was generally considered above average with two responses falling under the average and four responses falling in the excellent category.

Quality of product



Value for money fell between average and above average.



4. How would you rank the importance of providing the following six interpretive services? (ie. planning, training, manuals, advice/consultation, sign production, other):

Answers to this question rated the following services as the top three that should be provided by VIS:

- 1) Planning
- 2) Sign Production
- 3) Training

5. What other comments and/or suggestions do you have about the VIS or CALM interpretation in general?

Staffing Issues

- The lack of Regional Interpretation Officers to assist in the planning/design phases of Recreation and Tourism Services is resulting in sub-standard, less creative, less effective presentation. A major refurbishment effort is required in addition to ongoing input into new initiatives.
- VIS or CALM interpretation has gone downhill over the last three years due to reduction in number of Regional Interpretation Officers.
- Contractors can provide a good service by sites, however a dedicated regional interpretation person can follow up all of the interpretive needs of districts. Often the use of consultants has led to boring interpretation which is tacked on to site development works rather than the interpretation being planned 'into' the site and site structures. Many smaller interpretive jobs and updates of brochures and new brochures do not get done. Please reinstate regional interpretation officers - interpretation does matter!

- I would like to see our 'seasonal' interpretation officer based in Kununurra become permanent.
- I think VIS interpretation officer's should be regionalised (as in located in the Region).
- As our Recreation and Tourism Strategy states "to provide world class recreation and tourism opportunities, services and facilities for visitors to lands and waters managed by CALM while maintaining in perpetuity WA's natural and cultural heritage" - HOW CAN WE ACHIEVE THIS WITHOUT COMMITTING STAFF AND RESOURCES TO VISITOR INFORMATION SERVICES?
- Totally support the need for interpretation to put the 'human face' to recreation/education on CALM sites. Should be better resourced.
- It is difficult to ever make a start as 1) there's no Regional Interpretation Officer and 2) it's hard to find time to ever apply for training courses.
- I have few complaints of service from VIS. At a regional level, there's increasing call for their services as we expand into personal interpretation programs.
- There is a need to recognise that if CALM is to provide good interpretation it costs money, a) to maintain existing services and, b) to implement new. Our Region has great enthusiasm to do much more, but must have the money to be able. Whilst this is primarily our responsibility, strong lobbying support and actual money would both help.
- VIS seems to be under-manned for the amount of output expected. As a result work on individual projects is not continual resulting in long delays particularly for display material.
- This part of CALM's activities is as yet untapped - poorly presented section of CALM's character. Resourcing the Program - given adequate resources we could greatly improve CALM's image in the community and with the increasing numbers of visitors using the CALM estate.
- Planning and design of recreation sites and facilities is now done without input/assistance of an Interpretation Officer - assuming that it will be added later. Not good. An officer (full time) at the Regional Office level is the minimum requirement.

Timeliness

- The timeliness of obtaining expert advice from regional and branch specialists is sometimes a concern, otherwise support is always very supportive and professional
- The staff are very good, it's the process and the time things take to be finished that is frustrating.
- It seems to me that VIS takes on too many projects resulting in production time delays and possibly lowering the quality of the end product.

Standards

- Much of the information presentation in the field on information boards and in shelters is reaching the end of its life expectancy (3-5 years) and is looking very tired and worn. A major upgrade Statewide is needed.
- I continue to be appalled at the poor standard of spelling on CALM interpretation products. Many CALM signs and interpretive products are not sufficiently checked for factual errors.
- I appreciate a quality product is required, but things seem to be very expensive.
- I think there needs to be stronger emphasis on interpretation strategies for the whole parks programs. It seems very much ad hoc at the moment. Corporate look needs to be revamped ie. colours. Keep logo but have different colour schemes as appropriate.
- (I recommend the) establishment and monitoring of standards across the Department.
- The quality of work produced by VIS is first class and certainly equal to anything else I've come across in Australia and in most cases, considerably better.
- Interpretation seems to be an 'after thought' which is only dealt with at the end of a recreation project. A bit of help with basic methodology would be helpful.
- In order for this section to gain support for the programs it delivers, there should be more publicity/information about key outputs. If these outputs can be expressed in numerical terms other CALM staff will appreciate the productivity as well as the quality of service provided.
- We need to measure visitor responses to our provision or lack of provision of interpretation. We also need to ensure our interpretation is in keeping with the times. When does it become worn out and need revamping? The RATIS concept should provide us with an inventory and monitoring program hopefully.

Sign Design Studio

- Karen needs at least one more assistant. She also needs state-of-the-art computer equipment.
- Perhaps the studio should concentrate on providing advice and consultation and staff requiring interpretation material deal directly with manufacturers.
- Sign studio should operate full time/all year.
- It is more efficient to do locally.
- Delivery can be very slow.

General

- I believe that interpretation (in general) is one of the most important functions of the Department.

- There should be better coordination/cooperation between VIS and Corporate Relations.
- Internal staff awareness of the interpretation services is essential (internal marketing). What languages are available for interpretation?
- A 'shopping list' of options/costs for interpretation panels would be really useful - also time frames.
- Doing a good job!
- Seems something only gets done when there are keen individuals who push for \$\$ and staff.
- Further training of staff. Not a great understanding of interpretive planning on role of interpretation.
- VISTAT information requirements are difficult to produce for marine activities, ie. there is no singular entry point to marine parks (boats etc.). How do you assess visitation on beaches? Are swimmers regarded as utilising park assets?
- (Breadth of knowledge of VIS staff) is very poor in relation to knowledge of requirements and application of marine interpretation.

Summary

In summary, respondents generally felt that interpretation was a very important component of our work in recreation and tourism but that it is not being resourced effectively or planned properly. There was strong support for the creation or reinstatement of a system of regional interpretive specialists.

As far as the role of the VIS is concerned, the three most important services that should be provided to field staff are planning, sign production and training. Several respondents believed the timeliness of the service and the quality of the product from the VIS could be significantly improved.

Recommendations for Action (based on responses to the questionnaire):

1. Develop a staffing strategy for Visitor Interpretation which is acceptable to, and workable for, Regions and Districts and develop practices for recruiting interpretive specialists to the Department.
2. Make planning, sign production and training the primary focuses of the VIS.
3. Develop realistic expectations of the services VIS will offer.
4. Market the work and expertise of the VIS internally and externally.

ACTION PLANS

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Central Forest Region

CENTRAL FOREST REGION

RECREATION & TOURISM - PROGRAM 32 ACTION PLAN

1996 - 1999

1. Introduction

The Central Forest Region is responsible for the management of recreation and tourism opportunities across 0.78 million ha of parks, forests and reserves. The Region has the second highest levels of visitation in the State, with an estimated 1.5 million visits annually.

The purpose of this plan is to provide strategic direction for the management of recreation and tourism during the next 2 to 3 years.

2. Vision

We aim to help the people of the region and our visitors to get out doors and enjoy nature. We will achieve this by providing a diversity of quality recreation opportunities which promote an understanding, appreciation and respect for the natural environment.

3. Objectives & Strategies

3.1 To further enhance the Regional team approach to the planning and implementation of the recreation and tourism program.

- Regional "RAT" Team will continue to meet as required.
- Develop District "RAT" Teams, that include AWU staff.
- Provide training for District recreation crews.
- Develop a career structure for staff, based on the SFR model.
- Utilise current expertise across the region.
- Continue information sharing between Districts and Regions - RAT team/Rec officers meetings @ Como, and informal contact.
- Prioritise and promote the sharing of resources within Region.
- Annual pre-estimate meeting with D/M's and R/M to set priorities.

3.2 To improve the public image of CALM staff:

- Introduce a staff uniform for those staff not currently issued with one.
- Improve front counter/shop fronts in all offices.
- Appropriate staff to attend customer service type courses, eg. Aussie Host.
- Ensure staff receive enforcement training, authority, and guidelines.
- Introduce head protection for staff that is safe and in keeping with recreational activity.
- Assess our image via survey. This should be coordinated by the Division of Parks, Recreation and Planning.

3.3 To minimise the risk of personal injury to visitors.

- Implement Visitor Risk Management Policy
- Liaise with Risk Management Branch for timely information about public liability claims and preventative actions. Circulate information to all staff.
- Develop a system to routinely monitor visitor risk.
- Continue to install information signs near areas/activities of high risk (eg. caves, swings, coast), and survey to see if the public read/understand the message.
- Manage high risk activities through provision of information, licencing, permits etc.

3.4 To create a positive environment which allows increasing numbers of volunteers to be involved in the Program.

- Develop a register of projects for volunteers and have at least 1 major project in each District operating annually. Target projects near population centres, variety of interesting work, and in areas that already have a high level of staff presence.
- Active involvement of the full range of staff (wages & salaries) in training and supervising volunteers.
- Communication plan to enhance understanding of the volunteer program within industrial groups.
- Report and advertise opportunities for volunteers in CALM News.
- Budget for materials, supervision and support of volunteer work.

3.5 To monitor and promote commercial tour operators and partnerships.

- Support Park Policy & Tourism Branch in the development of on line tour operator and leases databases.
- Monitor licence and lease performance through liaison with PPT Branch and use of on line databases.
- Seek opportunities for partnerships.
- Continue to assist PPT Branch in the EOI and leasing process for commercial tourism opportunities.

3.6 To add value to recreation experiences through the provision of quality interpretation, education and information services.

- Review education, interpretation and information services currently provided.
- Develop and implement a plan for the improvement of these services.
- Consider the use of video media for information exchange.
- Promote partnerships/corporate sponsorship to assist in provision of these services.
- Investigate the use of tourism FM broadcast services.
- Encourage staff to attend training to be conducted by Planning & Visitor Services Branch.
- Media releases about "RAT" developments, achievements etc to CALM News, local newspapers and radio.
- Create an Interpretation/Information Officer position in the Region (by: appointment; contract; students; volunteers; or other means)

3.7 To standardise and increase the range of visitor data collection.

- Based on District VISTAT Plans, develop a Regional Plan detailing data required, equipment needs, frequency of collection etc.
- Liaise with Visitor Statistics Section.
- Introduce computer managed data records that are compatible with Visitor Statistics Section systems.
- Examine alternative methods of data collection.
- Annually review our VISTAT program.
- Train staff in management of data collection systems.

3.8 To increase the resources available for Recreation & Tourism.

Current situation 95/96 - financial:

	SW Capes	Mornington	Blackwood	Bunbury
Total allocated budget \$ (excludes Calmfire)	878000	821200	425700	211200
\$ allocated for direct expenditure on RAT	731200	478000????	257800	91100
% of total allocated to wages & salaries	55%	72%	71%	86%
% allocated to Admin.	16%	58%?????	39%	57%
95/96 Revenue (estimated)	65500	9000	500	

Strategies:

- Regional & District Program Leaders will monitor program expenditure and works program monthly.
- Increase revenue by 10%, promote park, forest visitor and camping fees; payment for services/activities.
- In kind materials - increase donations.
- Lobby for a share of available capital funds.

Current situation - External funds: Detail needed

	SW Capes	Blackwood	Mornington	Bunbury
Grants	27000			34000
Donations	100			300
Sponsorship				
Joint Projects	21000		7000	
MRWA Roothing	5000			

Strategies:

- Grant funding to increase by 20% annually
- MRWA roading up by 20%
- Donations up by 20%
- Identify and approach potential sponsors.,
- Joint projects with Shires etc, increase by 20%

*Current situation - human resources in P32
mandays, AWU fte's needed*

estimates of Vol. hours and leep

	SW Capes	Blackwood	Mornington	Bunbury
CALM Staff FTE	10.2	2.45	3.85	2.78
CALM AWU FTE				0.33
Volunteers hours				40
Other (Leep etc)				

Strategies:

- Develop trained and dedicated RAT crews in each District.
- Increase volunteer hours by 30%.
- Encourage and increase opportunities for involvement in unemployment relief schemes and similar..
- Encourage use of community work orders.

3.9 To provide and sustain a broad spectrum of recreation and tourism opportunities, consistant with the protection of the natural resource.

- Complete Recreation Opportunity Spectrum/Inventory assessment.
- Assess current and potential RAT opportunities
- Use ROS/Inventory and visitor information to develop annual and long term plans/works programs. (NB. 96/97 program has been developed without this data)
- Review ROS/Inventory annually in Winter/ Spring. (prior to estimates preparation)
- Develop a system of monitoring recreation sites for environmental deterioration. Set Limits of Acceptable Change.

During the next 3 years we plan to provide/maintain the following opportunities:

Blackwood District:

SITE/AREA	PLANNING	DAY USE	CAMPING	INTERP- INFO	OTHER
Wright's Bridge	complete	carryover work from 95/96	carryover work from 95/96	in progress	canoe launching
Golden Valley TP.	concept & master plan review			Information centre, GV Homestead	planting & trails
Vasse Hwy/Stewart Rd.	concept & master plan,	develop, jointly with MRWA		develop	
Preston Virgin Forest -	C & M Plan	parking & walk trails only		develop	Bibb. Track
Willow Springs	C & M Plan	formalise existing site	develop	develop	facilities for horse riding
Grimwade	C & M Plan	develop	develop small camping area	info shelter	
St John's Brook	C & M plan	longer term	longer term		walk trail only at this time
Black Point or nearby	C & M Plan	continue to develop	develop, possibly in new location	develop	rationalise access to and within site
Jasper Beach			provide basic facilities		
Lake Jasper	C & M Plan	major upgrade of facilities	major upgrade of facilities	develop	location of site to be reviewed
Red Gully	C & M Plan	upgrade site			
Bibbulmun Track	J Brampton				as required
Canebreak		carryover from 95/96			Joint project MRWA
Kirup Falls	C & M Plan	minor site development			
Barrabup Pool			carryover 95/96	develop	

(Based on 96/97 estimates, program will be modified/expanded as planning tools are developed).

Mornington District

SITE/AREA	PLANNING	DAY USE	CAMPING	INTERP- INFO	OTHER
Hoffman Mill	Complete	upgrade all facilities	upgrade all facilities	upgrade all facilities	carryover 95/96
Wellington Discovery Forest	Management planning			ongoing	interp. trails discovery centre const. & setup
Kiosk-Welly Dam	Concept & Master plan	instal gas BBQ	consider backpackers hut	Ecomuseum module (SWDC)	
Quarry-Welly dam	Concept & Master plan	drinking water & toilets		develop	
Potter's Gorge		re-grass picnic area		develop	upgrade toilets - ATU
Lennard Dve.	complete river survey for safe swimming sites	upgrade "Rapids" & "The Rock"	identify & harden sites		
Honeymoon Pool		instal gas BBQ	instal BYO shower, part fencing campsites	develop stages 2 & 3	upgrade walktrail & seal vehicle access
Ferns	Concept & Master plan	develop/upgrade		safety info.	upgrade vehicle access
Leschenault		upgrade BBQ's, rationalise gas supply,	complete reticulation at The Cut		maintenance & dune rehab. upgrade boat mooring at "The Cut"
Lougue Brook Dam	C & M Plan		develop	carryover, CAFE funds	
Stockton	C & M Plan	upgrade	upgrade	develop - acidity/aquaculture	Assess roading & mine dewatering impact
Tallanalla	C & M Plan		develop, longer term	consider	water supply
Bibbulmun Track	Jesse Brampton		1 site to build		track construction
Battalling Field study Centre	Concept & management plans	develop to accomodate commercial tours	as for day use		complete nocturnal trail

SITE/AREA	PLANNING	DAY USE	CAMPING	INTERP- INFO	OTHER
Wellington Forest - roads	assess road network				Seal major roads - Falcon, River, Lennard, Pile
Glen Mervyn	C & M Plans	Upgrade, liaise with Water Corp.	upgrade and develop		
Backwaters	C & M Plans		upgrade		
All District	wheelie bins- install & service	where applicable	all designated sites		multipurpose vehicle, for firewood & rubbish
Old Bibb. Track	Concept for use of popular sections		re-assess		consider link to new track
Mountain Bike, Horse, & motor bike Trails	Concepts				proactive planning with clubs
Harvey/ Collie forests		ongoing maintenance all sites			

South West Capes District

SITE/AREA	PLANNING	DAY USE	CAMPING	INTERP- INFO	OTHER
Three Bears	Concept & Master Plan	parking area & toilets			pedestrian beach access
Cape to Cape trail			develop remote campsites	brochures	trail construction
Wharnccliffe Mill	Concept plan		landscaping & renovation		group accomodation
Injidup Beach		replace pedestrian beach access			
Juniper Rd		toilets, parking, road upgrade			part MRD funded
Calgardup Cave	C & M plan	upgrade parking, toilets			
Bride Cave		toilets			
Big Rock??		toilets			
Canebrake	C & M plan	upgrade			stabilise river bank, canoe launching
Interpretation Program				Temp. staff for "On the Ridge"	
Water Wheel	C & M plan,			protection & interp.-historic site	
Canal Rocks	C & M plan,	parking areas, relocate toilets			boat launching, repair hazardous footbridge
Warner Glen	C & M plan	upgrade	develop	develop	stabilise river bank, canoe launching
Sue's Bridge	C & M plan	expand	expand		access to site will be sealed in 96
Quininup Falls	C & M plan	trailhead facility		develop	walk trails & viewing
Giants Cave		upgrade parking			
WI 16 Cave		provide parking need off Caves Rd			safety issue,.
"Caves" research centre	Concept to formalise caves huts		bunk house	research & education	Caves, ecology, history etc
Conto's	master plan for re-development		roading, manager's house, new sites etc.		business plan, retain CALM management

SITE/AREA	PLANNING	DAY USE	CAMPING	INTERP- INFO	OTHER
Surfing Competition sites	Joint with Shires and surf clubs	access, parking, site hardening			
Bob's Hollow Elephant Rock	Joint with pro- fishers & clubs		formalise & manage by permit	Brochure on fishing in LNNP	upgrade access and facilities for fishers
Cape Naturaliste walk trails					hard surface contour and whale lookout trails
Canal Rocks	C & M plan	parking, toilets, viewing platform			repair footbridge.
10 Mile Brook				drive trial	complete site
Warner Glen major development	C & M plan	upgrade	upgrade/user pays		stabilise eroded river banks
Sugarloaf Rock	C & M plan	parking & foot access		develop	current foot access is hazardous
Quininup Falls	C & M plan	walk trail & viewing			dune rehab. @ N th Quin.
LNNP Presentation- Image		new public access to Ranger houses		Info shelters at Ranger houses	Replace entrance signs to park
Cosy Corner' West Coast Track, Left Handers, Biljedup Beach, Moses Rock,	C & M plan	toilets, parking, road upgrades			MRD funding for roadworks and parking areas
Boranup Drive				develop	surface and seal 4km
Boodjidup Beach		4wd access, fencing, signs			
Boranup Breach		upgrade access, parking, toilets			
Point Rd.		upgrade access & parking			
Ellensbrook		seal access to Park boundary and coast carpark			

NOTE: total works program as prepared for 96/97 estimates is listed. This is still to be split into yearly programs for the next 3 years.

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Goldfields Region

RECREATION AND TOURISM STRATEGY ACTION PLAN.

INTRODUCTION

This action plan is intended to provide a clear description of what the Goldfields Region (GFR) intends to accomplish over the next three years, who will be responsible, when this will take place and what the estimated cost will be.

1. CALM CORPORATE PRIORITIES WHICH HAVE APPLICATION IN THE GFR ARE ADDRESSED AS FOLLOWS.

1.1 Increasing Visitor Revenue.

Strategies.

- a) Expand facility use charges for Goongarrie, Jaurdi and Mt Elvire pastoral leases following conversion to state forest, Maximise revenue retention for the Region and investigate opportunities for other Regional sites through incentive schemes.
- b) Establish a shop front on the ground floor of the Post Office Building in the central business district of Kalgoorlie. Maximise revenue retention through incentive schemes for sales and publications.
- c) Develop eco-tourism programmes related to CALM activities and reserves.
- d) Create and develop the position of Regional Leader Tourism and Recreation Goldfields Region.

1.2. Increasing Number of Leases and Licenses.

Strategies.

- a) Finalise licensing of existing tour operators and expand the number of local operators
- b) Establish mechanism for targeting new operators.
- c) Investigate the potential for concessions eg. (caravan park lease at Goongarrie Station).

1.3. Focus resources where visitor numbers, needs and expectations are high.

Strategy.

- a) Refine VISTAT and visitor survey use.

1.4. Improve Systems For...

1.4.1 Establishing Asset Values.

Strategy.

- a) Implement “RATIS” or manual asset register.

1.4.2 Monitoring facility Management and Maintenance.

Strategy.

- a) Continue ongoing use of “Record of visit to CALM estate” forms, VISTAT and surveys.

1.4.3 Determining future maintenance, budgets and priorities.

Strategy.

- a) Annually review action plan and GFR strategic plan, taking into account asset values and monitoring.

1.4.4 Managing visitor risk.

Strategies.

- a) Signpost known hazards which cannot be removed.
- b) Identify hazards as they become apparent , and take remedial action.

2. OTHER GOLDFIELDS REGION PRIORITIES INCLUDE.

2.1 Maintain existing facilities.

Strategy.

- a) Continue with regular inspection and maintenance programs of existing sites, assets and facilities.

2.2 Determine the need to upgrade existing facilities.

Strategy.

- a) Review VISTAT and visitor survey results and feedback from "Record of visit to CALM estate" reports. Decide whether upgrading is desirable or not from CALM's perspective, and take action as appropriate

2.3 Determine the need to establish new facilities.

Strategies.

- a) Review feedback from customers using existing facilities.
- b) Review historical usage of non-CALM sites to determine if that usage can be accommodated in CALM estate to help satisfy CALM objectives and vice-versa.
- c) Identify recreation / education opportunities which could be promoted to help satisfy CALM objectives, include the establishment of a number of "Theme" walk trails at reserves close to Kalgoorlie.

2.4 Upgrade Kalgoorlie Arboretum.

Strategies.

- a) Establish more understory species throughout the arboretum.
- b) Upgrade car park.
- c) Modify construct and seal walk trails to link into the Gribble Creek dual use cycle / path way.
- d) Access for the disabled.
- e) Redesign and replace signs.
- f) Investigate revenue raising opportunities

2.5 Upgrade facilities at Rowles Lagoon Conservation Park.

Strategies.

- a) Review site plan and consider upgrades such as
 - 1) Upgrade Ti-Tree site when water level drops sufficiently.
 - 2) Establish new site NE of boat ramp.
- b) Restrict access to some tracks, close and rehabilitate.
- c) Rehabilitate flood damage.

2.6 Develop walk trails in Reserves adjacent to Kalgoorlie-Boulder.

Strategies.

- a) Finish car park and walk trails at Kurrawang.
- b) Establish a range of “theme” walk trails in conjunction with Aboriginal Communities.
- c) Install interpretive signs.

2.7 Develop Field Study Centre Jaurdi State Forest.

Strategies.

- a) Define target customers, themes and objectives for the site.
- b) Carry out market research.
- c) Develop land management, eco-tourism wildlife conservation and research programs.
- d) Investigate corporate sponsorship opportunities, concessions, incentive schemes and revenue generation.
- e) Develop facilities in line with site plan and objectives.

2.8 Develop visitor services Goongarrie Station State Forest and Goongarrie National Park.

Strategies.

- a) Define Objectives, opportunities and themes.
- b) Plan for integrated camping, caravan park and interpretive facilities.
- c) Investigate possible link with private enterprise through concessions.

2.9 Construct information Shelters Yeo Lake and Neale Junction Nature Reserves.

Strategies.

- a) Prepare interpretive information on desert reserves.
- b) Construct shelter.

2.10 Plan and produce at least one CALM GFR publication annually.

Strategies.

- a) Complete needs analysis.
- b) Set publishing program in conjunction with corporate relations. Likely topics include a "Wild Places Quiet Places" type book, Kurrawang walk trail guides, Jaurdi and Goongarrie update and reprint newspaper.

2.11 Wanjarri.

Strategies.

As per Wanjarri management plan.

OPERATIONAL PLAN

ISSUE / STRATEGY	KRA	Priority	95/6	96/7	97/8
1.1. Increasing visitor revenue.					
a) Expand facility use charges for stations (State Forest).	Y	H	*		
b) Establish shop front.	Y	H		*	
c) Develop eco-tourism on CALM estate.	Y	M			*
d) Create Regional Leader Tourism and Recreation	Y	H		*	
1.2 Increase number of leases and licenses.					
a) Finalise and expand licensing of tour operators.	Y	H	*		
b) Establish mechanism for targeting new operators.	Y	M		*	
c) Investigate concession caravan park lease Goongarrie.	N	L			*
1.3 Focusing resources.					
a) Refine VISTAT and visitor survey use.	Y	H	*		
1.4 Improve systems for...					
<i>1.4.1...Establishing asset values.</i>					
a) Implement "RATIS" or manual register.	N	L	*		
<i>1.4.2...Facility management and maintenance.</i>					
a) Ongoing use of "record of visit" forms, VISTAT and survey	Y	H	*	*	*
<i>1.4.3...Determining future maintenance, budgets and priorities.</i>					
a) Review action plan and strategic plan taking into account asset values and monitoring.	Y	H	*	*	*
<i>1.4.4...Managing visitor risk.</i>					
a) Signpost hazards which cannot be moved.	Y	H	*	*	*
b) Identify hazards as they become apparent, and take remedial action.	Y	H	*	*	*
2.1 Maintain existing facilities.					
a) Continue with regular inspection and maintenance programs.	Y	H	*	*	*
2.2 Determine the need to upgrade existing facilities.					
a) Review VISTAT and survey results .	N	H	*	*	*
2.3 Determine need to establish new facilities.					
a) Review feedback from customers using existing facilities.	Y	H	*	*	*
b) Review historical usage on non-CALM and CALM sites.	N	H		*	
c) Identify recreation / education opportunities which could be promoted. Including "Theme" walk trails.	N	H		*	

OPERATIONAL PLAN

ISSUE / STRATEGY	KRA	Priority	95/6	96/7	97/8
2.4 Upgrade Kalgoorlie arboretum.					
a) Establish under story species.	N	M	*		
b) Upgrade carpark.	Y	H		*	
c) Walk trail modification and upgrade.	Y	M		*	
d) Access for the disabled.	N	M		*	
e) Redesign and replace signs.	N	H		*	
f) Investigate revenue raising opportunities.	Y	H		*	
2.5 Upgrade camping facilities at Rowles Lagoon.					
a) Review site plan and consider upgrades.	Y	H		*	
b) Restrict access to some tracks close and rehabilitate.	Y	H	*		
c) Rehabilitate flood damage.	Y	H	*		
2.6 Develop walk trails Kurrawang.					
a) Finish car park.	N	L	*		
b) Establish walk trails.	N	L	*		
c) Install interpretive signs.	N	L		*	
2.7 Develop field study centre Jaurdi.					
a) Define target customers, themes and objectives.	N	H	*		
b) Carry out market research.	N	H		*	
c) Develop land management, ecotourism , wildlife conservation and research programs.	Y	H		*	
d) Establish corporate sponsorship.	N	L		*	
e) Develop facilities in line with site plan and objectives.	N	L		*	*
2.8 Develop visitor services Goongarrie.					
a) Define objectives, themes and opportunities.	N	H	*		
b) Plan for integrated camping, caravan park and interpretive facilities.	N	L		*	
c) Investigate links with private enterprise.	N	L			*
2.9 Construct information shelters at Yeo Lake and Neale Junction Nature Reserves.					
a) Prepare information.	Y	L		*	
b) Construct shelter.	Y	L			*
2.10 Plan and produce annual publication.					
a) Complete needs analysis.	N	M	*		
b) Set publishing program.	N	M		*	
2.11 Wanjarri					
a) Follow recommendations of Management plan.	Y	H		*	*

RECREATION AND TOURISM BUDGET

ACTION NO	STRAT	TASKS 1996/97	ESTIMATES						Responsibility and Comments
			SAL	WGS	PLT	CONT	MAT	EST	
1.1	b	Establish shop front	Grth	Grth		Grth	Grth		I Kealley
1.1	d	Create Regional Leader Tourism and Recreation	Grth		Grth				IK
1.2	b	Establish mechanism for targeting new operators	*						P Spencer
1.4.2	a	Use of record of visit forms	*	*					All staff
1.4.3	a	Review action plan and strategic plan	*						IK
1.4.4	a	Signpost hazards	*	*	*		*		PS
1.4.4	b	Other hazard remedial action	*	*	*		*		All staff
2.1	a	Regular inspection and maintenance programmes	59000	26000	17000		20000	27019	PS
2.2	a	Visit and visitor surveys	*	*	*		*		PS
2.3	a	Review feedback from visitors	*	*					PS
2.3	b	Review historical usage	*	*					PS
2.3	c	Identify opportunities	*	*					All staff
2.4	b	Upgrade arboretum carpark	3000	3000	2000		20000		PS
TOTAL			62000	29000	19000	Grth	40000	27019	

Grth= Growth subject to request to finance and budget committee.

MAT = Construction and maintenance materials.

EST = Establishment ie. fixed costs such as training, radios, power, water and T/A.

* = Costs included in 2.1.(a)

RECREATION AND TOURISM BUDGET

ACTION NO	STRAT	TASKS 1996/97	ESTIMATES						Responsibility and Comments
			SAL	WGS	PLT	CONT	MAT	EST	
2.4	c	Modify walk trail arboretum	*	*	*		*		PS
2.4	d	Disabled access arboretum	*	*	*		*		PS
2.4	e	Redesign and replace signs	*	*	*		*		PS
2.4	f	Investigate revenue raising opportunities	*	*	*				PS
2.5	a	Rowles lagoon ti-tree site upgrade	*	*	*		*		PS
2.6	c	Kurrawang interperative signs	*	*	*		*		PS
2.7	b	Jaurdi market research	*		*				PS
2.7	c	Jaudi field study programmes	*		*				PS
2.7	d	Jaurdi corporate sponsorship	*		*				IK
2.7	e	Jaurdi facility development SCARP	5000	1000	1000	4000	6000		PS
2.8	b	Goongarrie integrated planning SCARP	1000		500				PS
2.9	a	Yeo lake and Neale junction info preparation	*						PS
2.10	b	Publication program	*						PS
		TOTAL SCARP	6000	1000	1500	4000	6000		

MAT = Construction and maintenance materials.

EST = Establishment ie. fixed costs such as training, radios, power, water and T/A.

* = Costs included in 2.1.(a)

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Kimberley Region

CALM KIMBERLEY REGION

RECREATION AND TOURISM STRATEGY 1996/97 - 1998/99

Western Australia has long been regarded as having a natural advantage when it comes to the area of recreation and tourism. CALM has positioned itself to capitalise itself fully on this natural advantage and controls and manages most of the jewels (attractions) that draw people from all corners of the earth.

Recent Government initiatives to make conservation pay and the Executive Director's challenge that CALM will be self funding by the year 2000 has focused the attention of managers into the area of nature-based tourism.

This scenario is no more apparent and obvious than in the Kimberley Region which attracts visitors at an ever increasing rate.

In terms of program management, CALM's activities in the Kimberley Region are focused mainly on visitor and recreation management and conservation imperatives since we have no forest production or other revenue bases.

It is therefore no coincidence that the Kimberley Region has led the State in the cultural change required to bring about self funding through recreational tourism initiatives. The concepts of clever management, identifying opportunities, facilitating the involvement of locals in enterprise, business partnerships and enhancing visitor experience has been embraced and acted upon enthusiastically.

In line with the recently released draft "Nature Based Tourism Strategy for Western Australia, CALM's Kimberley Region has adopted the following vision in preparing our recreation and tourism strategy.

VISION

To ensure that the conservation imperatives of all CALM managed estate are not compromised whilst at the same time maximising positive visitor experiences and financial returns.

We have also adopted the following guiding principles base on the "Nature Based Tourism strategy for W.A." and each of these is supported by examples of current situations and/or action items.

GUIDING PRINCIPLES

1. Conservation of the Natural Environment

Tourism and recreation activities must:-

be sustainable and not compromise conservation imperatives

- Geikie Gorge boat tour.

return benefits to the natural environment

- all fees and charges collected in the region will be used to manage the estate.

2. Involving and Benefiting Local Communities and Enterprise

Tourism and recreation activities must:-

Provide benefits to local and regional economies:

- Air access to and scenic overflights of Purnululu National Park.
- Security to (4WD) safan operators.
- Pursue licence/lease/franchise and other commercial arrangements (i.e. we must).

Identify and promote nature based opportunities for local communities:

- Aboriginal cultural tour Geikie Gorge
- Joint management proposal for Mimbi Caves Conservation Park
- Joint management Silent Grove with Derby-West Kimberley Shire
- Mango Gardens Campground, Broome
- Identify innovative opportunities and facilitate their implementation.

3. Fostering of Awareness and Appreciation

Tourism and recreation activities must:-

Provide quality information and interpretation of the natural environment:

- Seasonal Interpretation Officers.
- Tour operator workshops.
- Campfire Yarn publication.
- Self guided walks.
- Parks specific brochures will be considered.

4. Facilitate Quality Recreational and Tourism Experiences

Tourism and recreation activities must:-

Ensure visitor satisfaction:

- High quality visitor facilities at all locations
- Accurate and up-to-date information
- Adequately trained personnel

Identify appropriate product development opportunities:

- Mt Hart Homestead management
- Ibis Aerial Highway
- Establish airstrips
- Fly/drive operations

Provide training and development, including accreditation opportunities for operators:

- Tour operators' forums
- Kimberley Tour Operator's Manual

5. Efficient and Effective Industry

Tourism and recreation activities must:-

Comply with statutory responsibilities.

- Bush Fires Act, CALM and Wildlife Conservation Act, others as appropriate
- CALM standards will be complied with or exceeded.

Operate under a set of well defined and effective communication procedures between the industry and CALM.

- Tour operators manuals
- Campfire Yarn
- regular forums
- close cooperation with Industry body (KTA)
- Training of operators.

Notes on the CONSERVATION ESTATE OF THE KIMBERLEY

Generally speaking CALM's activities in the Tourism and Recreation area are carried out on a small proportion of the CALM estate which totals some two million hectares in the region.

However there are a number of areas of the estate which require a change in tenure to better facilitate their use for R&T whilst not compromising their conservation requirements. Some examples of this are the Prince Regent River Nature Reserve, Point Coulomb Nature Reserve, Mt. Hart Pastoral Lease and the Parry Lagoons Nature Reserve.

In addition to this, a large number of areas has been identified as being required to be added to the conservation estate. Action is proceeding at a snail's pace on some of these and not at all for most. We will look at ways of facilitating this process and will investigate non traditional approaches such as that being progressed for the Mimbi Caves area. Paramount for all areas of the proposed estate will be the need to identify and secure resources for subsequent management prior to gazettal.



CHRIS DONE (in cohorts with **ALLEN GROSSE AND MARK PITTAVINO**)
16/2/96

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Midwest Region

Recreation and Tourism Action Plan - Midwest Region - March 1996

GERALDTON DISTRICT	ACTIONS	95/96	96/97	97/98	98/99	99 +	COMMENTS
Kalbarri N P	-Prepare and implement a safety plan (priority sites for providing safer lookouts are Z Bend, Natural Bridge and Hawks Head).	X	X				\$10 000 for 95/96. \$10 000 for 96/97. Fund from revenue.
	-Conduct road stabilisation trials on the Loop/ Z Bend Road.		X				\$50 000 special allocation to stabilise approx. 3 km of road.
	-Upgrade walktrails (eg. hardening and steps) throughout the coastal zone and at Ross Graham Lookout, approx. 2.3 km.		X				\$18 000 SONTS 95/96 application.
	-Provide shade shelters and gas bbq's at all inland sites.		X	X			Shelters-\$7 000 each. Bbq's-\$1 500 each. Funding from revenue.
	-Prepare design and construction plans for a new CALM office and visitor information facility.	X					\$15 000 for architectural specifications. Fund from revenue.
	-Construct new office and information facility.		X	X			Funding ?
Coalseam C P	-Redevelop Miners campsite and 2 day-use sites, including roadworks, walktrails and interpretation.						\$80 000
	-Develop Breakaway campsite.						\$50 000
	-Construct extended walktrail through Park.						\$10 000
Abrolhos	-Prepare a recreation development plan, including zoning.						Subject to gazettal of national park
	-Facilitate day-use at selected sites.						
REGIONAL PROGRAM							
Database	-Compile a database of the Region's recreation assets, costs and revenue, planned achievements and ongoing maintenance requirements.	X	X				Necessary to meet the requirements of the R & T Strategy for accountability and performance evaluation

Recreation and Tourism Action Plan - Midwest Region - March 1996

MOORA DISTRICT	ACTIONS	95/96	96/97	97/98	98/99	99 +	COMMENTS
Nambung N P	-Seal 7 km and resheet 6 km of Pinnacles Drive	X					\$700,000 Approx MRWA Tourist Road Grant.
	-Develop new toilets, information and pedestrian area at the Pinnacles		X				\$130,000 National Ecotourism Program Grant?
	-Re-sheet Kangaroo Point and Hangover bay access roads.	X					\$30,000 MRWA Tourist Road Grant
	-Seal Pinnacles car park.		X				\$20,000 Approx CALM Fee Collection.
	-Upgrade Interpretive displays at the Pinnacles, Hangover Bay and Kangaroo Point.	X					\$15,000 Approx CALM Fee Collection. Ecotourism Grant?
	-Develop lookout adjacent to Limey Lookout. (boardwalk).		X				\$75,000 Ecotourism Grant (Syd's Fund)
	-Develop Interpretive displays and facilities at Lake Thetis. (boardwalk).			X	X		\$70,000 Ecotourism Program Grant.(Syd's Fund) Shire of Dandaragan?
	-Develop Three Springs day use area.					X	\$50,000 Approx Fee Collection?
	-Design and construct coastal walk trail and campground.			X	X		\$30,000 to \$50,000 WDC, Fee Collection.
	-Visitor Centre plan.				X		Joint Shire, community, CWCTDC and CALM.
Grey and Wedge	-Implement basic site developments. (camping)	X	X				Squatter shack lease fees \$75,000/yr
	-Prepare Development Plans.		X	X			Squatter shack lease fees.
	-Implement Development Plans.				X	X	CALM and private enterprise partnership.
Nilgen and Dandaragan	-Develop camping and day use areas (Approx 20 + sites).		X		X		Squatter lease fees CALM fee collections and Syd's fund \$200,000+.
	-Develop entry/registration point, rehabilitation works, road alignment etc. and 4 coastal sites			X			Fee collections \$15,000 Approx.
Lesueur N P	-Construct road from Cockleshell Gully Road to trail head (Approx 8 km)(Phase 1).			X			\$400,000 Approx. Syd's fund.
	-Trail head interpretation area, parking bays etc (toilets).		?	X			\$35,000 Syd's fund.
	-Construct walk trails (Lesueur, breakaway, Coalseam/fault area) includes campsites.			X	X		\$25,000 Syd's fund.
	-Continue construction of road out of Cockleshell Gully Road from trail head.					X	\$4000,000 MRWA funding?
Coomallo N R	-Develop day-use facilities, realign entrance road, walktrails, toilets, interpretation and footbridge.	X	X				\$120,000 Approx Syd's fund.

Recreation and Tourism Action Plan - Midwest Region - March 1996

Stockyard Gully Tunnel	-Develop roading, parking areas, walk trails, facilities and interpretation	X	X				\$50,000 Syd's fund.
Beekeepers Reserve Jurien/Greenhead Road	-Prepare roading plans for coastal highway and spurs. Grigsons Lookout site development plan.	X					MRWA, Shire and CALM Administration costs only.
North Head to Sandy Cape	Master Development plans.				X		Shire and CALM dependent of squatters shacks being removed and funding.

Recreation and Tourism Action Plan - Midwest Region - March 1996

GASCOYNE DISTRICT	ACTIONS	95/96	96/97	97/98	98/99	99 +	FUNDING (A=Anticipated S=Secured) / REVENUE
Francois Peron N P	-Design road to homestead and document tender specifications.	X					S-\$20K Commonwealth WH funding;\$10K from revenue
	-Construct and seal 6 km road to homestead, including carpark.			X			A-\$1M+ Main Roads WA. Major revenue potential.
	-Renovate shearers quarters for Park/ Eden interpretation.		X				A-\$40K National Estate Grant Program
	-Develop tourism activities associated with Eden eg. wildlife interaction and survey.		X				Major revenue potential
	-Construct homestead bunkhouse and kiosk.			X			A-Commercial developers. Major revenue potential.
	-Develop other recreation facilities at the homestead precinct.			X			A-\$70K Capital works. Hot tubs, sandalwood sauna, landscaping, interpretation.
	-Develop/ redevelop coastal sites and realign roads in the Cape recreation zone (7 sites).	X	X	X	X	X	S-\$20K WH funding & \$25K from revenue in 95/96 for interim site protection. A-\$? capital & grant funding for project completion in 2001.
	-Establish safari camp near Cape.			X			A-Commercial developers. Revenue potential.
	-Develop / redevelop Herald Bight and Bluff, including 6km new road, lookout, mangrove boardwalk and trail.			X			A-\$180K Capital works.
	-Develop Monkey Mia bore.		X				A-Commercial developers. Revenue potential.
	-Develop wilderness trail (? km).				X		A-\$? Capital works. Aust. Trust for Conservation Volunteers
	-Develop a birrida interpretation site.		X				A-\$30K WH & capital works funding.
	-Develop and Interpret Cape Lesueur.					X	
Monkey Mia	-Produce new video.	X					S-\$ 17K SONT's grant.
	-Construct new entry station.		X				A-\$60K MM Trust Fund
	-Upgrade bird pond and viewing area.		X				A-\$5K MM Trust Fund
	-Replace beach shelters.		X				A-\$10K MM Trust Fund
	-Prepare designs for Monkey Mia Visitor Centre expansion.		X				A-\$12K MM Trust Fund
	-Document specifications & construct Centre extensions.		X	X			A-\$300K Identify suitable grants.
	-Construct promenade .	X	X	X			S-\$24K from MM Trust for 80 metres. A-\$160K total cost. Identify grants. Joint project with resort.
	-Construct new jetty.			X			A-\$?K Commercial developers &/or sponsorship.
	-Rerdevelop Red Cliff - earthworks & facilities.		X	X			A-\$70K MM Trust Fund & identify grants.

Recreation and Tourism Action Plan - Midwest Region - March 1996

	-Develop day-use nature-based tourism attractions & facilities to reduce congestion at dolphin interaction area.			X			A-\$? Commercial developers. Lease & revenue potential.
South Peron	-Prepare interim management guidelines.	X	X				
	-Develop a recreation development plan.		X				Jointly with Shire
	-Implement site developments .	X	X	X	X	X	S-\$15K WH funding in 95/96. A-\$? Identify costs & suitable grants.
Shell Beach C P	-Install donation box.	X					
	-Rehabilitate furrows.	X					
	-Develop new lookout and day-use site, including 2km roading and fencing.		X	X			A-\$170K. WH funding, capital works & identify grants.
B and D Islands N R	-Assess sites and prepare a recreation development plan.		X				
	-Control and monitor visitor impacts.		X	X			A-\$2K Capital works, WH funding & identify grants.
	-Implement visitor registration/ permit system.		X				Additional staff resources required.
	-Provide information and education programs.		X				A-\$3K WH funding &/or grants.
Zuytdorp N R	-Prepare a recreation development plan.		X				
	-Upgrade the site adjacent to the wreck & provide interpretation.		X	X			A-\$7K? total cost. Capital works, WH funding & grants. Joint project with WA Maritime Museum.
	-Rationalise access and rehabilitate disused tracks.		X	X	X		A-\$5K Funding as above. Conservation volunteers.
Hamelin Pool	-Install donation box.	X					
	-Define pedestrian access with areas of rehabilitation.		X				
Shark Bay M P	-Mark zones.	X	X				S-\$25K WH funding
	-Interpretation, including a brochure and signs at major launch sites.		X	X			S-\$25K WH funding for join project with Fisheries. A-\$? for completion.
	-Establish dive trails at Sandy Point and the Gudrun, and a snorkel /walk trail at Monkey Mia.			X	X		A-\$50K total. WH funding & grants.
	-Develop a mangrove boardwalk at Little Lagoon, including parking, trails, etc.		X	X			A-\$150K. Joint project with Shire. WH funding &/or grants.
	-Monitor visitor impacts and use .	X	X				S-\$50K SONTs grant for baseline monitoring & \$20K WH funding for habitat mapping.
Island Nature Reserves	-Monitor visitor impacts & use & provide information.		X	X	X	X	A-\$? Capital works, WH funding & grants.

Recreation and Tourism Action Plan - Midwest Region - March 1996

Wooramel Coast	-Prepare site development plans for Shire.	X	X				
	-Assist Shire to secure funds & implement upgrading of Gladstone, Bush Bay & New Beach.	X	X	X			S-\$21K WH funding to Shire for Gladstone. A-\$50K? for completion.
Tamala/ Carrarang Coast	-Prepare a recreation development plan for the area and site development plans.		X				A-\$2K capital works for planning materials. Joint project with lessees and Shire.
	-Seek funds to upgrade sites.		X	X	X	X	A-\$? WH funding & grants.
Edel Land							
Dirk Hartog Island							
WHA Visitor Centre	-Design Centre		X				A-\$15K Joint project. Agency contributions.
	-Document & construct Centre			X	X		A-\$400K Joint project. WH funding & grants.
WHA Visitor Survey	-Conduct survey biennially & publish results.		X		X		A-\$2K per survey. WH funding & grants. Tertiary student/ volunteer assistance.
WHA Scenic Management Study	-Evaluate scenic attributes and provide management criteria, actions and monitoring programs.			X			A-\$60K WH funding & grants.
WHA entry sign	-Harden/ rehabilitate site.		X				A-\$2K Capital works
Overlander Shelter	-Pave and landscape site.		X				A-\$3K Shire or grant funding. Joint project with Shire.
WHA Presentation	-Publish a heritage drive trail booklet.		X	X			A-\$3K WH funding or grants.
	-Interpretive display for Carnarvon.		X	X			A-\$20K WH funding or grants.
Inland Reserves	-Publish a saleable magpaper.		X				A-\$5K Share funding/ revenue between CALM and GRTA. Corporate sponsorship?
Kennedy Range N P	-Prepare recreation and site development plans.	X	X				
	-Upgrade sites and trails.		X				A-\$20K Capital works & grants.

Recreation and Tourism Action Plan - Midwest Region - March 1996

	-Provide interpretation.	X					A-\$2K Capital works
	-Install donation collection box.	X					
	-Seek expressions of interest for commercial visitor services			X			
	-Prepare roading plans for vehicle access over the top of the range.			X			Liase with Main Roads & other agencies
Mount Augustus N P	-Provide interpretation .	X					S-\$4K Capital works
	-Install donation collection box.	X					
	-Define and harden access to the summlt, including lookouts and trails.		X				S-\$3K Revenue funded & corporate sponsorship assistance.
	-Realign sections of degraded road on the tourist loop.			X			A-\$? Main Roads WA. Liase with Shire

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Pilbara Region

PILBARA REGION STRATEGIC PLAN

THIS IS A LIVING DOCUMENT WHICH WILL BE PERIODICALLY UPDATED. THE FOOTER ON EACH PAGE INDICATES THE CURRENCY OF THE VERSION. THE ITEMS ARE NOT LISTED IN ORDER OF PRIORITY IN THIS DOCUMENT.

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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NATURE CONSERVATION GENERAL

Efficient and effective control of exotic species on conservation areas.	Prepare/maintain Regional weed and feral animal control plans which: * identify problem areas * identify problem species * detail the most effective control methods (prescriptions)		March 96 Annual review	Ecologist
Eliminate weeds from island nature reserves	Conduct annual survey following rain of all islands with known weed infestations, and opportunistic surveys of all other islands. Encourage/require industry to undertake control programs on islands where they operate. Develop volunteer programs to assist with control on other islands.	Control will be as per the Regional weed control manual. Pulling and burning will generally be preferred to chemical control for small infestations. Where immediate total removal is impracticable (eg significant established areas of buffel grass) control will aim initially at preventing further spread.	Annual	Reserves Officer D. A. Ranger
Control spread of exotic palms threatening conservation areas.	Implement the Interim Guidelines for Millstream. Identify threats on/near CALM lands and other areas of known conservation significance. Provide advice to and seek cooperation/assistance with control from pastoralists, mining companies, and volunteer groups (eg ATCV).		95-2000 March 96 & ongoing	Snr Operations Officer RIC Millstream Ecologist Ecologist R/M

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Maintain Millstream waterways free of Indian water fern.	<p>Organise biannual concentrated hand weeding program involving volunteer groups.</p> <p>Regular maintenance weeding by Ranger staff.</p> <p>Trial alternative control techniques including:</p> <ul style="list-style-type: none"> * Total shading of section of channel. * Flame thrower and chemical control in dammed and drained channels. 		<p>Jan/June</p> <p>On-going</p> <p>On-going</p>	<p>RIC/Ecologist</p> <p>RIC</p> <p>RIC/Ecologist</p>
Prepare comprehensive feral animal program review	<p>Identify nature and extent of feral problem for each portion of CALM estate in the Pilbara.</p> <p>Compile prescriptions for control alternatives for major feral species.</p> <p>Identify appropriate control strategy(ies) for each area.</p> <p>Prioritise and implement control programs.</p>	Liaise with parks, land-holders, government bodies.	March 1996	<p>Ecologist</p> <p>RIC parks and Exmouth, RMO, Ecologist</p>
Increase fox baiting on Cape Range to 4 times per annum	Identify most effective periods.	Dependant on external funding	Feb 1996	DM (for funding), RIC Exmouth

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Remove livestock from Karijini, Millstream, Barlee Range.	<p>Negotiate with neighbours completion of boundary fencing and/or closure of waters and destocking of adjoining lands.</p> <p>Construct internal exclosure fencing for sensitive areas (Barlee claypan).</p> <p>Seek cooperation of pastoralists to muster trespassing stock.</p> <p>Where possible, obtain written disclaimer / approval to shoot remaining stock. Check legality of issuing destruction notices in other cases. Destroy remaining stock.</p> <p>CALM staff to check vulnerable sections of fence immediately following storms, effect temporary repairs as possible, and notify owners. Where stock have trespassed, repeat muster/shoot arrangements.</p>	Consider alternatives for destruction including aerial shooting, trapping, army exercises, "free beef" offers.	<p>Feb 1996 & on-going</p> <p>July 96</p> <p>Annually June/Nov</p> <p>With muster</p> <p>On-going</p>	<p>Ecologist/RM</p> <p>RIC Exmouth</p> <p>RICs</p> <p>RICs/Ecologist/RM</p> <p>RICs</p>
Monitor status of rare flora/fauna	<p>Prepare a Regional monitoring plan which identifies areas, requirements, and methods.</p> <p>Implement monitoring program, involving staff, consultants, and volunteers.</p>		<p>Oct 96</p> <p>On-going</p>	<p>Ecologist/DM Exmouth/RICs</p> <p>Ecologist/DM/RICs</p>

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Compile inventory of biological resources on CALM estate.	Establish protocols for storage of data. Where possible, all geographic data will be stored in MapInfo format and other data in Paradox or dBase.	Biological and vegetation surveys may be undertaken by a range of groups including CALM staff, students, consultants (eg during the preparation of reports for environmental assessments) and volunteers. Data standards and formats must be pre-defined to enable ready integration of this information. Procedures must be developed to minimise the work and delays in inputting data, and should allow for direct computer input in the field as far as possible.	March 96	Ecologist/Reserves Officer
	Collate existing information.		May 96	Ecologist
	Prepare priorities and program for the systematic acquisition of data fill the gaps.		May 96	Ecologist
Establish rare flora/fauna database	Design and establish database. Link to MapInfo.		Feb 96	Ecologist/Reserves Officer
Establish comprehensive reserve system for the Pilbara.	Using existing information (eg past recommendations, geological survey maps, IBRA classifications) identify potentially desirable acquisitions.	Justification for selection to be recorded.	June 1996	Ecologist/WLO
	Identify existing land tenure.		June 1996	WLO
	Confirm suitability by field survey for Crown lands, and for any pastoral leases that are offered for sale. Seek reservation / acquisition of suitable areas.		As land available	Ecologist to arrange
	Actively contribute to the Pilbara Land Use Planning Group. Seek recognition for reserve requirements. Propose reservations.		On-going	RM/Ecologist
	Develop joint management arrangements with land-holders		On-going	RM/Ecologist

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Establish a fauna collection for reference and education.	<p>Determine taxidermy alternatives and costs.</p> <p>Seek external sponsorship/funding.</p> <p>Circulate to resource companies details of desired specimens and requirements for handling/storage to take advantage of opportunistic collection from road kills or similar.</p>		June 96	Info. Officer/Ecologist
Extend Cape Range National Park to east and to northern end of the range.	Continue liaison with DoME, WAM and other relevant agencies		On-going	DM Exmouth
Implement effective marine turtle monitoring/management program	<p>Clearly define SID/Region/District roles in WAMT project.</p> <p>Prepare local monitoring programs</p>		<p>Jan 1996</p> <p>Jan 1996</p>	<p>N Burrows, R Prince, Reserves Officer, DM Exmouth</p> <p>Reserves Officer, DM Exmouth, MOO</p>

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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RECREATION/TOURISM

Establishment of a permanent visitor centre in Karijini National Park	<p>Seek external grant funding.</p> <p>Enlist assistance of PDC to access external funds. Involve potential sponsors (eg HI, BHP) in conceptual phase and seek support.</p> <p>Conceptual design including interpretation</p> <p>Design and construct</p>		<p>On-going</p> <p>On-going</p> <p>June 96</p> <p>May 98</p>	<p>P/L Recreation</p> <p>Reg. Manager</p> <p>Reg. Manager, Interp. Officer, Rec. & Planning Br.</p>
<p>Provide commercial outlet and improved visitor services at Millstream.</p> <p>Provide opportunity for local aboriginal participation.</p>	<p>Establish alternative park office accommodation. Seek external funding.</p> <p>Convert existing office and counter entry to commercial outlet.</p> <p>Seek aboriginal involvement in staffing.</p>	<p>Preferably a new building incorporating office, resource centre, theatrette and storage.</p> <p>Commercial outlet to include souvenirs, artefacts, information/publications, coffee shop.</p>		
Develop/maintain park infrastructure and facilities to required high standard.	<p>Prepare concept/site plans for infrastructure and facility (re)developments.</p> <p>Seek external/internal funding.</p> <p>Establish/maintain a database for each park of all facilities including date of construction, estimated service life, costs. (RATIS)</p> <p>Prepare maintenance and replacement schedules including priorities.</p> <p>Prepare budgets/work programs according to the agreed priorities. Consider closing sites that cannot be adequately maintained.</p>		Dec 96	P/L Recreation, RICs

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Increase Park revenues to aid development/maintenance.	<p>Regular review of cost effectiveness of revenue collections. Standardise methods throughout the Pilbara to the extent practicable.</p> <p>Man entrance stations during peak periods.</p> <p>Regular checks for registration/payment of camping fees.</p> <p>Licence commercial operations.</p>			
Redevelop Oxer/Weano and Kalamina carparks, day-use and lookout areas.	<p>Check if HI/BHP interested in assisting.</p> <p>Review/prepare detailed plans and cost estimates. Involve interested parties.</p> <p>Seek external funding.</p>	Must include visitor safety, shade/picnic facilities for multiple coach loads, toilets, etc.		<p>RM</p> <p>P/L Recreation</p> <p>P/L Recreation</p>
Redevelop Hamersley Gorge area.	Prepare concept plan.	Possible development via expressions of interest.		P/L Rec
Improve visitor accommodation in Karijini.	<p>Advertise expressions of interest for development of campground, safari-style accommodation, and lodge type accommodation.</p> <p>Encourage development of new facilities in general vicinity of Weano/Joffre.</p>	Options for development include Hamersley Gorge area and private management of existing Fortescue campground.		RM

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Develop Spinifex Air Services (initially between Millstream, Karijini, Exmouth, with links to Karratha and Port Hedland.)	<p>Establish new airstrip in Karijini.</p> <p>Seek control over / obtain agreement re use of Millstream airstrip.</p> <p>Explore alternatives with PTA, tour and charter operators. Facilitate preferred option.</p> <p>Extend to other areas as practicable.</p>	Future expansion to Rudall, islands.		<p>Snr Ops Officer</p> <p>Snr Ops Officer</p> <p>P/L Rec, RM</p>
Increase residence time of visitors to Millstream.	<p>Redevelop / establish new campgrounds.</p> <p>Develop activity programs.</p> <p>Identify, develop, promote additional attractions in the Chichesters.</p>	Development proposals to be included in management plan.		<p>P/L Rec, RIC, Pl. Branch</p> <p>Interp. Officer, RIC</p>
Facilitate sustainable tourism use of islands.	<p>Develop guidelines for use of islands to include waste disposal, quarantine procedures, access.</p> <p>Work with local community groups (including DARDA) and tour operators to develop/maintain low key commercial tourist accommodation on the islands.</p> <p>Identify/promote ecotourism opportunities.</p> <p>Pursue vesting of islands and waters for recreation and conservation (National Park and marine reserve.)</p> <p>Establish a dive trail booklet for local waters.</p>		April 96	<p>RMO</p> <p>RM, RMO</p>
Complete development of Cape Range Entrance Station	Obtain MRD/Shire approvals for road alterations, Director approval for expenditure.	Design assistance from Pl. Branch (Tracey Churchill)		RIC Exmouth, Pl Br.

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Increase camping opportunities in Cape Range and reduce maintenance requirements.	Expressions of interest for private development and operation of Bloodwood Campground. Review operation of existing sites.	Consider conversion to day use, or "exclusive use" camp sites with self maintenance and bond (and premium fees).		DM Exmouth, RM RIC, DM
Manage BRM extraction for Yardie Ck Rd	Identify/define sources. Evaluate impact of alternatives. Issue licence with appropriate restrictions and rehab. conditions to minimise impacts.			DM, RIC Exmouth
CALM management of lands adjoining Ningaloo Marine park	Pursue acquisition of Ningaloo Station and Cwlth bombing range. Seek acquisition of or S16 agreements for coastal portion of stations.			DM Exmouth

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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INTERPRETATION/EDUCATION

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Ensure commercial operators provide accurate information about CALM lands, and both operators and customers understand CALM's requirements.	<p>Develop a tour operators manual for the Pilbara Region.</p> <p>Conduct pre-season workshops for local operators.</p> <p>Encourage annual Perth based workshop for State-wide operators.</p>		Dec 96	P/L Recreation, Information Officer.
Provide integrated, comprehensive information to assist and encourage visitors to choose a range of Pilbara experiences.	<p>Identify attractions, opportunities and markets.</p> <p>Review similarities and differences between parks, and determine major and secondary themes for each area.</p> <p>Prepare overall communications plan for target markets to provide complementary information for different areas and avoid competition and duplication. Ensure message is consistent.</p>	Communications plan to cover a range including on-site displays, print (saleable glossies to newspaper format), press, audio-visual, TV/radio.		Information Officer
Provide current, relevant information within Parks.	<p>Use Park Notes to explain works and developments and supplement brochures.</p> <p>Provide information shelters at all major sites.</p> <p>Provide relevant information (including maps) at entry stations.</p>			P/L Recreation, Information Officer

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Increase public knowledge/understanding and CALM's public profile.	Regular news articles.	Review impact of regular column. Consider similar information as illustrated news articles.	Mar 96 May 96	Interp Officers, All staff Snr Ops Officer, RICS, Interp. Officers.
Increase public knowledge/understanding. Improve awareness by other organisations / public of CALM's actions and responsibilities.	<p>Continue regular newspaper column (Nature Notes).</p> <p>Increase positive news stories. Aim for at least one article (with photos) each month.</p> <p>Feed positive stories to ABC/GWN.</p> <p>Include regular Ranger interpretive activities as part of the works program during the visitor season.</p> <p>Establish advisory committees in accord with management plans, and informal committees where plans do not exist. Seek to meet regularly with committees, aboriginal and other interest groups (eg DARDA).</p> <p>Maintain liaison with resource companies, local and other government organisations.</p>	<p>Develop an awareness and culture of CALM being an "approachable" organisation.</p> <p>Programs to be advertised and run from visitor centres at Millstream, Karijini and Milyering. Venue for Dampier Archipelago to be determined</p>		<p>Interp. Officer, All Staff</p> <p>IO, All Staff,</p> <p>IOs</p> <p>Snr Op Officer, RICS, IOs</p> <p>Reg. Mngr./DM Exmouth</p>
Establish turtle interaction/interpretive centre in Jurabi Coastal park	<p>Seek external funding.</p> <p>Develop interaction protocols.</p> <p>Enlist volunteer staff assistance during peak period.</p>			Marine Ops Officer, DM Exmouth

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Improve management and recording of volunteer program	Create a volunteer database.to facilitate retrieval of information. Check currency of information at least annually. Record contributions on database.			

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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MANAGEMENT/PLANNING

Coordinated management of the land and waters in the Dampier Archipelago.	<p>Pursue S 16 agreement with DRD for the management by CALM of areas of the Burrup Peninsula.</p> <p>Prepare agreed guidelines in conjunction with Fisheries and Department of Transport for water based activities.</p>	Management advisory structure to involve Nanga Ngoona Moora Jurga land council.		<p>Reg Manager</p> <p>RMO</p>
Coordinated management of land and waters in the Monte Bellos.	Prepare agreed guidelines in conjunction with Fisheries and Department of Transport for water based activities.	To include moorings/anchoring, control of fishing and commercial tourism.		RMO
Integrated management plan for Millstream Chichester area.	<p>Seek agreement from WAWA for the inclusion of WAWA lands in overall planning for the area.</p> <p>Establish planning team including WAWA and NNMJ representation.</p> <p>Prepare coordinated plans for MCNP, Mungaroona NR and WAWA lands.</p>			Reg. Manager
Regional Management Plan				Reg. Manager
Establish a management presence in Rudall River.	Establish FTE and funding for a Ranger and two part-time aboriginal "wardens".		1997	Reg Manager
Establish full time Ranger at Coral Bay	<p>Purchase/lease 'Park Home' for immediate accommodation.</p> <p>Pursue longer term GEHA accommodation.</p>	Follow up lease with Monk. Seek capital funding.	1996/7	DM Exmouth

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
Establish an effective structure for the management of CALM estate in the Region.	Three district structure: Exmouth District Central District Western/Coastal District.	Exmouth District as current. Central District to include Rudall, Collier Range, Karijini (with HQ at Newman?) Western/Coastal District to include Millstream, islands, Burrup (with HQ at Karratha)	2000	RM

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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ADMINISTRATION

Efficient use of materials and equipment.	<p>Prepare and maintain on local database a detailed asset register.</p> <p>Share pooled equipment.</p> <p>Implement an improved equipment issues register.</p> <p>Conduct periodic checks on equipment.</p>		April 96	Admin Officer
Establish computer network links between Parks, District, Regional and Como offices.	<p>Identify options. Determine most cost effective solution.</p> <p>Develop/implement IT equipment acquisition/replacement strategy.</p>		July 97	<p>Reserves officer, IMB</p> <p>Reserves Officer, RM</p>

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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FOREST PRODUCTION

Establish a viable mesquite products industry	<p>Conduct an inventory of available resource.</p> <p>Identify market demand for product type and quantity and price.</p> <p>With Agriculture Department, identify acceptable controls to prevent spread through harvesting operations.</p> <p>If a significant commercial operation appears viable, seek to establish marketing arrangements and advertise tenders for supply.</p>	<p>The objectives in developing a viable industry are:</p> <ul style="list-style-type: none"> * to provide a return to the State * cost effective control of a declared weed. 	Dec 96	R/L Forest Resources, RM

OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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FIRE MANAGEMENT

Protect assets and promote biodiversity.	<p>Prepare a WTA for all areas.</p> <p>Prepare master burning plans incorporating both fire protection and management burns. Involve traditional landowners in the planning process.</p> <p>Prepare / implement prioritised annual burning program.</p> <p>Evaluate against performance indicators.</p>	Burning programs and prescriptions must be prepared to allow sufficient flexibility in the program to take advantage of a range of weather conditions.	June 96	P/L Fire Management
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OBJECTIVE	STRATEGIES	COMMENTS	TIMING	RESPONSIBILITY
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WILDLIFE PROTECTION

Manage whaleshark and turtle interactions and commercial operations. Investigate wildlife strandings and incidents. Establish proactive patrols.	Seek the relocation of a "State based" WLO to Exmouth as the operating base.			RM, DM Exmouth.
Efficient compilation and management of wildlife enforcement information.	<p>Establish volunteer wildlife information network.</p> <p>Establish database of reported activities.</p> <p>Establish flora/fauna licence database.</p>			

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

South Coast Region



SOUTH COAST REGION

RECREATION AND TOURISM STRATEGY

ACTION PLAN

1st Edition June 1996

1. OVERVIEW

The South Coast Region proposes to use a combination of new ideas and consolidation of existing approaches to ensure implementation of the Department's Recreation and Tourism Strategy 1996 - 2000 within the Region.

Three factors will continue to be addressed to underpin this Action Plan:

1. PLANNING

We will ensure continued progress toward implementation of approved management plans and incorporation of the principles of the Recreation and Tourism Strategy 1996 - 2000 in future management plans prepared in the Region.

2. RESOURCING

As with any area of activity, the implementation of the Recreation and Tourism Strategy 1996 - 2000 will require the commitment of scarce resources. We propose to continue to tap a range of sources including:

- Park entry fees (not yet fully implemented).
- External funds.
- Volunteers.
- Existing staff.

3. SERVICING OF EXISTING COMMITMENTS

The Region already maintains an extensive network of recreation sites and facilities. These will be maintained and, where necessary, improved in order to provide a positive experience for visitors.

2. REGIONAL INITIATIVES AND NEW FOCUS AREAS

In addition to fulfilling ongoing commitments, we also propose to concentrate our energies on a number of initiatives and new focus areas in order to address key components of the Recreation and Tourism Strategy 1996 - 2000 and accelerate its implementation:

1. NATURE BASED ACTIVITIES

The logical focus for innovative programs is the field of nature-based recreation and tourism. The Region currently provides a range of **facilities** to enhance the enjoyment of visitors but does not provide much by way of **activities**. Accordingly, two new nature-based activity programs are proposed for the South Coast Region. The Albany CALM Peninsula Program is to be centred on sites on the Tomdirrup Peninsula including those in Tomdirrup National Park while the Esperance CALM Island, Coast and Lake Program is to be centred on Woody Island and Woody Lake Nature Reserve (the 'Two Woodys') and Cape le Grand National Park.

Nature-based visits can be categorised as follows:

Incidental:	Visits during which the natural environment is viewed as a by-product of other activities.
Nature-Centred:	Visits in which nature is the central value rather than an afterthought but in which there is no intentional educative or interpretive content (includes adventure activities).
Ecotourism:	Visits which involve education and interpretation of the natural environment and are managed to be ecologically sustainable.
Support:	Visits organised to provide financial and/or physical support for the protection of the natural environment visited or enjoyed.

The requirements of visitors in each category will be considered in the development of these nature-based programs. Our aim is to increase the proportion of visitors into those categories that involve greater participation viz ecotourism and support.

2. TRAINING

Further training will be provided for local staff in key areas related to recreation and tourism:

- Facility design, construction and maintenance.
- Visitor services (such as activities in Parks).
- Customer relations.
- Marketing.

3. EVALUATION

We will prepare an annual summary of achievements in the Recreation and Tourism Program and review the degree to which the Strategy has been implemented in the Region. The summary will include information on:

- Facility and service provision.
- Visitor numbers.
- Revenue.
- Expenditure.
- Visitor safety statistics.
- Training received.
- Progress with preparation and implementation of plans.
- Success of marketing strategies.
- Visitor feedback

3. IMPLEMENTATION OF KEY ELEMENTS OF DEPARTMENTAL RECREATION AND TOURISM STRATEGY 1996 - 2000

O = Ongoing

AP = Action Priority for 1996

1. ECOLOGICAL SUSTAINABILITY

- implement regional plan O
- implement area and issue plans O
- **repair damage from natural disasters (eg. Toolbrunup fire)** Action Priority 1
- complete environmental checklists O

2. SENSE OF PLACE

- implement regional plan eg. spectrum of parks O
- adopt Recreation Opportunity Spectrum / Information Opportunity Spectrum (refer Regional Information and Interpretation Strategy, 1991, 1993, 1996) O

3. CUSTOMER SATISFACTION

- respond to findings of social research programmes O
- **Aussiehost and other customer service training** AP 2

4. ENRICHING VISITOR EXPERIENCE

- implement Regional Information and Interpretation Strategy 1991, 1993, 1996 O
- **expand and improve current visitor information eg. information bays, Two Peoples Bay Visitor Centre** AP 3
- **expand activities programme** AP 4

5. SPECTRUM OF OPPORTUNITIES

- As for 2 above
 - implement regional management plan O
 - implement area plans O

6. QUALITY

- conduct staff training O
- **raise revenue as a means to provide better services and facilities** AP 5
- carry out evaluations (see also A R14 96 1) O

7. PROTECTING HERITAGE VALUES

- maintain South Coast Heritage Trails network O
- promote the book "Rugged Mountains, Jewelled Sea" O
- liaise with National Trust O
- liaise with Aboriginal Affairs Department O

8. INNOVATION

- **look for new ideas in and outside CALM** AP 6
- respond to findings of social research programmes O

9. EQUITY

- seek to provide disabled access in all new facilities ☐
- ensure cross-sectional access and use of facilities and areas in accordance with CALM Disability Service Plan (1996). ☐

10. PARTNERSHIPS

- **Activity Programmes (including Peninsula Programme with Residency Museum)** **Action Priority 7 / AP 4**
- **Tourist Bureaux Albany/Esperance** **AP 8**
- **"S.T.S. Leeuwin" ecotours** **AP 9**
- Great Southern Tourism Assn. ☐
- community groups ☐

11. STAFF SKILLS AND EXPERTISE

- **establish permanent and reliable support for servicing information & interpretation needs** **AP 10**
- conduct performance appraisals ☐
- conduct training (include topics listed in section 2.2 above) ☐

12. VISITOR SAFETY

- provide safety information in coastal areas ☐
- liaise with coastal groups ☐
- interagency cooperation with SES/Police ☐
- continue Regional participation in Visitor Risk Management Taskforce ☐
- promote safety in adventure activities - caves, diving, climbing, abseiling, bushwalking ☐
- provide information on other potential hazards ☐
- **introduce safety audits** **AP 11**

13. ACCOUNTABILITY

- management plan implementation ☐
- Advisory committees and other public liaison ☐

14. IMPLEMENTATION AND REVIEW

- **conduct park audits** **AP 12**
- **produce an annual review and update of this three year strategy including report on achievements** **AP 13**

IMPLEMENTATION OF KEY ELEMENTS OF RECREATION AND TOURISM STRATEGY

SUMMARY TABLE

DEPARTMENTAL STRATEGY PRINCIPLES	REGIONAL ACTION	
	ONGOING	NEW FOCUS AREAS/ INITIATIVES
1. Ecological sustainability	✓	AP 1
2. Sense of place	✓	
3. Customer satisfaction	✓	AP 2
4. Enriching visitor experience	✓	AP 3 / AP 4
5. Spectrum of opportunities	✓	
6. Quality	✓	AP 5
7. Protecting heritage values	✓	
8. Innovation	✓	AP 6
9. Equity	✓	
10. Partnerships	✓	AP 7 / AP 4 AP 8, AP 9
11. Staff skills and experience	✓	AP 10
12. Visitor safety	✓	AP 11
13. Accountability	✓	
(14.) Implementation and review	✓	AP 12 / AP 13

4. REGIONAL ACTION PLAN AS AT JUNE 1996

PRIORITY 1 (for 1996)

1. AP 10 - Regional Interpretation Officer

The Region has benefited from the services of a part-time (0.2 FTE) Interpretation Officer through a job share (0.8/0.2) arrangement with a Perth based officer. Whilst this has enabled limited interpretation work to continue it is a far from satisfactory arrangement due to uncertainty in continuity (it will in fact cease as of 1 July 1996) and the sporadic nature of working only one day per week.

If the region is to focus increasingly on visitor quality and activities, then it is essential that a dedicated staff position is permanently maintained.

Whilst this should ideally be a full time position a minimum of 0.4 FTE is being sought.

2. AP 7 / AP 4 - Activity Programs

Establish a Peninsula Programme at Albany in close liaison with the Residency Museum and plan a similar programme at Esperance focussing on the two 'Woodys' (Woody Island and Woody Lake) and Cape Le Grand.

3. **AP 1 - Repair damage from natural disasters**

The January 1996 wildfire in the Toolbrunup/Mt Trio block of the Stirling Range National Park has burnt six mountain paths:

- Toolbrunup path,
- Mt Hassell path - new alignment plus old path,
- Tolls Peak path,
- Mt Trio path - new alignment plus old path.

A major portion of the work on Mt Trio path is being funded under a SONTS (Sites of National Tourism Significance) project.

Work should be done urgently to realign, reconstruct and rehabilitate these paths,

- (a) whilst the "lie of the land" is visible,
- (b) to combat the erosion threat during rainfall,
- (c) to improve visitor safety,
- (d) to manage for dieback disease.

This is a window of opportunity that will be lost once the vegetation recovers in spring 1996. The work done at Bluff Knoll after the 1991 fire is a clear example of the value and cost-effectiveness of such an approach.

4. **AP 13 - Produce annual review and report**

This action plan will be updated and we will report on achievements and progress to date.

5. **AP 3 - Expand and improve current visitor information**

In particular:

- Need to plan a three year rotational replacement of the 100+ visitor display panels in this region. (Attempts at sponsorship and external funding eg. ecotourism funds have failed to date.)
- Visitor centre required at Two Peoples Bay focussing on endangered species. (Ecotourism funds obtained and have provided the major portion of funds required.)
- Brochure production (3 updates per annum on average), other displays and Museum/Tourist Bureau liaison (see #9 below).

6. **AP 12 - Conduct park audits**

Introduce a "Park Audit" system initially in the Albany District. This will provide a structured mechanism for evaluation and will also be an "aide-memoire". Especially valuable for park "presentation", safety audit, staff training/awareness.

7. **AP 9 - "S.T.S. Leeuwin" ecotours**

Establish a partnership with the "S.T.S. Leeuwin" to provide a quality ecovoyage between Esperance and Albany. This will be based on the successful prototype run in February 1996.

PRIORITY 2 (for 1996)**8. AP 5 - Raise revenue to provide means to provide services and facilities**

Although revenue raising is overall a top priority, the South Coast Region has been aggressively pursuing revenue for several years now - so in essence this is an "on going priority" in our case. Also extension of visitor fees is a political decision beyond our control. Hence revenue raising is rated as "Priority 2" in the context of our priorities for 1996.

9. AP 8 - Tourist Bureaux Albany/Esperance

We already have excellent liaison with tourist bureaux and other organisations in both Albany and Esperance. Our priority is to consolidate these relationships and provide further support to A R10 96 1 - the activities programmes.

(Other tourist centres eg. Ravensthorpe, Jerramungup, Norseman, Denmark will probably be included more "aggressively" in 1997/98.)

10. AP 12 - Introduce safety audits

Safety audits will be a higher priority in 1997/98 because the Departmental policy is still being introduced and because safety will initially be part of AR14 96 1 - park audits.

PRIORITY 3 (for 1996)**11. AP 2 - Aussiehost and other training**

Staff training is listed as "Priority 3" this year because most staff from both Albany and Esperance Districts have completed "Aussiehost" training. We would like to have people who missed out to date included to enable us to become an "Aussiehost" organisation in Albany/Esperance.

The Department's customer focus training will also be supported.

12. AP 6 - Look for new ideas in and outside CALM

New ideas are gleaned on an ongoing basis but we may run some more think-tank sessions in 1996. We will certainly need to review our priority programmes which will also probably raise new ideas.

5. PRIORITIES WHERE DIVISIONAL HELP IS REQUIRED FOR 1996/1997 (IF AVAILABLE)

1. AP 10

Much of the intent of this Action Plan, in particular the quality of customer activities and facilities, cannot be implemented without the ongoing assistance of an Interpretation Officer. It is essential that this position be maintained at the very least in a part-time capacity.

2. AP 7 / AP 4

Peninsula Programme (Albany) and Island, Lake and Coast Programme (Esperance). Trial activities have been held in 1995 and 1996 and were extremely successful but at great salary and real cost. Needs a kick start to try and become self sustaining - maybe in liaison with Museum/Education Department. NEGP funds have been sought but due to federal cutbacks we are not hopeful of success.

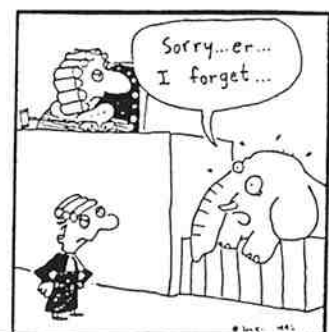
3. AP 1

Urgent path reconstruction and rehabilitation, Stirling Range NP following the Toolbrunup/Mt Trio wildfire - a window of opportunity for cost-effective restoration.

4. AP 3

Visitor Information:

- (a) We have tried to get sponsorship and grant moneys for our information bays - some 100+ panels across the region. Despite having a good "package" we have not succeeded. Desperately need "bridging finance" until park visitor fees can cover costs.
- (b) Will need "top up" money for Two Peoples Bay Information Centre to do a quality job. The Commonwealth Department of Tourism has provided \$193 700 and Main Roads funding is likely to assist with roads and car parks, but currently only \$10,000 is available for the actual information. For such an important site we should do a much better 'state of the art' job.



They all knew the elephant was lying.

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Southern Forest Region

DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT

TO: **Jim Sharp**
Director
Recreation and Tourism

YOUR FILE:
OUR FILE: 24/10
ENQUIRIES: Cliff Winfield
Phone 097 717 944

SUBJECT: **Program goals and budget summary - 96/97**

Jim,

the attached documents represent our management goals and bid for project funding in the coming financial year.

Management goals for 1996/97

1. Early in the financial year we will have established a stable, professional and productive recreation and tourism management team which includes a program leader, dedicated officers in each district, a landscape architect and Valley of the Giants manager.
2. During the year the team will effectively manage and maintain services and facilities, whilst continuing to plan for upgrades and developments as outlined in the Regional Development priorities based on the Regional Recreation Framework Plan. The holiday activities program will be reinstated, based at the Valley of the Giants, and the Perup Forest Ecology Centre will be the venue for the second regional tourism industry training workshop.
3. By the end of the 96/97 year, through an innovative approach to marketing of the hardened sites (the icons), revenue generation in the region will have increased dramatically to \$500 000 from Valley of the Giants, forest and park entry fees, nature based commercial tourism and external grants.
4. The team will be trained and conversant in the functions of RATIS, and contribute to the establishment and maintenance of the statewide data base .

A regional program output of \$1 555 000¹ is projected, based on the minimum resources required to barely maintain facilities and sites in their current state, provide routine services to the public, and to continue essential infrastructure services in planning and management overheads and fire, but not including development proposals. These figures are based on past experience and the actual expenditure over previous budgets.

1. 1995/96 allocation \$1,069 000 plus capital works

Development Priorities - the Process

The projects listed below have either been earmarked for redevelopment in the Recreation Framework Plan or have evolved through management plan requirements, or local or departmental priority. In determining the priorities for allocation of CALM resources, the following criteria have been applied:

- High safety risk to users
- High environmental degradation (actual or potential)
- Departmental priority
- Existing incomplete sites
- Potential to earn revenue
- Equity - provision of equitable range of experiences
- High management plan priority
- High public demand across a broad spectrum of the community
- External funding contributions
(roughly in order of priority)

Using the SFR Recreation Framework Plan as this region's action plan, the following Major Project Funding Proposals were developed. A consultative process evolved between Districts through their Recreation Officers, the Region through the A/Program Leader and the Regional Manager representing corporate priorities.

Regional Priorities for funding	Estimated cost	96/97 budget
1. Valley of the Giants (Mid level Walk)	\$300 000*	
2. Gloucester Tree Carpark (modification and sealing)	\$100 000*	
3. Pt D'Entrecasteaux precinct redevelopment (Lighthouse road, lookout, toilets, interpretation etc)	\$500 000	\$250 000
4. East D'Entrecasteaux precinct (Mandalay Beach Road, Banskia Camp, Crystal Springs)	\$408 000	\$247 000
5. Circular Pool (hazardous site upgrade)	\$72 500	\$72 500
6. Warren National Park (upgrade camping facilities)	\$400 000	\$200 000
7. Boorara Tree/Lane Poole Falls (site upgrade)	\$150 000	\$150 000
8. King Jarrah (site upgrade after vandalism)	\$18 500	\$18 500
9. Perup Forest Ecology Centre (cabins and bunkhouse)	\$175 000	\$35 000
10. Donnelly Drive (make road safe)	\$89 000	\$24 500
11. Green's Island (new campsite)	\$33 500	\$33 500
12. Chappel's Bridge (new campsite)	\$20 000	\$20 000
13. Bibbulmun Track	\$43 000#	
14. Rest Point/Sandy Beach/Isle Road (upgrade sites)	\$138 000	\$138 000
15. Knoll/Coalmine Beach precinct	\$147 000	\$147 000
16. Yeagerup Lake (new campsite)	\$150 000	\$150 000
17. Conspicuous Cliff	\$71 500#	

* Proposed to be funded from revenue

Funded by grants

\$1 486 000

The costings were arrived at using our new "Major Project Proposal" forms (copy attached) , and reflect a new more detailed approach to cost estimating, and hence more accurate projected costs. In each case the development is scaled to reflect the setting proposed in the Recreation Framework Plan. Copies of the original forms are available for each proposal if you wish to see more details of the estimates.

We realize that these figures represent an ambit claim, and that funding is tight. However, we believe that in the past there has been a tendency grossly underestimate the real costs of providing quality facilities, and our costing process highlights the fact that even relatively straight forward developments cost hundreds of thousands of dollars these days.

A handwritten signature in cursive script, appearing to read "Cliff", with a stylized vertical stroke at the end.

Cliff Winfield
Tourism and Recreation Program
Southern Forest Region
March 16 1996

Recreation and Tourism Program, Southern Forest Region Office, Brain Street, Manjimup 6258
phone (097) 717944 fax (097) 771 363

<u>Proponent</u>		<u>District</u>
<u>Project Title</u>		
<u>Location & Land tenure</u>		
<u>Total project cost</u>		
<u>Time frame</u>		
<u>Funding required this application</u>		
<u>Project description</u>		
<u>Rationale: (tick box)</u>		
<u>Major maintenance</u>	<u>Urgent repairs</u>	
<u>Recommended in Framework Plan</u>	<u>Management plan requirement</u>	
<u>Other</u>		
<u>Outline rationale</u>		
<u>Approved by:</u>		
<u>District Rec Officer</u>		
<u>District Manager</u>		
<u>Regional Program Leader</u>		
<u>Regional Manager</u>		

REGIONAL PRIORITY RANKING.....

Project costing

Stage..... of

	Wages	Salary	Plant	Materials	Contract	Person/days
Planning						
Site Survey						
Site Design						
Site prep						
Earthworks						
Drainage						
Road						
Car park						
Bollards						
Interpretation						
Facilities						
Signs						
Rehabilitation						
Opening						
TOTAL						

Clearances:

Necessary Operation/Compatible Operation

Approved by Date file no.....

Rare flora search

Approved by Date file no.....

Hvgiene check

Approved by Date..... file no.....

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Swan Region

RECREATION & TOURISM STRATEGIC ACTION PLAN

SWAN REGION

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A. *Implement the Recreation & Tourism Information System (RATIS)*

- Year 1. Complete asset register
 - Upgrade Vistat recording network
 - Each District to purchase 10 new data loggers.
 - Compile data on financial aspects of assets management
- Year 2. Complete activity register for each site
 - Complete asset management data
 - Develop links with other departmental data bases
- Year 3. Evaluate RATIS against Regional and Departmental objective
 - Update data bases
 - Foster links and other agencies
 - Continue upgrading Vistat recording network.

B. *Continue Implementation of Perth Outdoors*

Secure staff and financial resources and prepare works programs for Perth Outdoors annually.

B1. *John Forrest National Park*

- Year 1. Complete entry station
 - Upgrade signage, particularly direction and orientation signs
 - Develop marketing plan
- Year 2 Redevelop primary visitor precinct near kiosk and relocate office
- Year 3 Continue redevelopment of visitor precinct and construct additional car parks

B2. *Penguin Island*

- Year 1. Complete boardwalks
 - Demolish and remove disused buildings
 - Implement marketing plan
 - Upgrade jetty
 - Fabricate landing barge
- Year 2 Construct two major flights of steps along walk trail
 - Construct 200m of walk trail
 - Improve signage
- Year 3 Complete walk trails

B3. *Yanchep National Park*

- Year 1 Improve signage
 - Continue lawn improvement program
 - Construct 8 BBQs
 - Link pedestrian paths between Lakeview, McNess and Yanjidi
 - Install irrigation to West and East ovals
 - Landscape plantings of roadwork areas and wildflower garden and fencing
 - Upgrade boat launching area and foreshore promenade.
 - Complete restoration of McNess House following the fire

- Year 2 Construct shelter at Yanjidi
Irrigate North oval
Upgrade wildflower garden
Construct 8 new BBQs
Upgrade park furniture
Construct McNess courtyard Stage 1
- Year 3 Upgrade Koala compound
Finalize irrigation
Upgrade cave presentation
Complete McNess courtyard
Develop 'group booking' picnic areas

B4. The Hills Forest Activity Centre

- Year 1 Complete total access camp ground
Complete planting program - screening of Allen Road
Install reticulation
Complete details for amphitheatre
Develop marketing and merchandising
- Year 2 Construct Bina campground. Stage 1
Develop heritage circuit walktrail and replica of softwood mill
Develop large, covered 'bush hut' type shelter for winter programs
- Year 3 Complete Bina campgrounds
Develop facilities to extend Aboriginal programs

B5. Matilda Bay

- Year 1 Upgrade signs, information
Upgrade furniture - 10 seats 15 tables
Continue lawn improvement and irrigation
Stage 1 of fencing
Construct group activity shelter
Provide disabled accessible swimming access point
Prepare tree management and planting plan
- Year 2 Upgrade car park and boat ramp
Stage 2 of fencing
Complete promenade
Build rotunda
Construct new jetty
Stage 1 of landscape and tree planting plan
Complete retaining wall
- Year 3 Upgrade lighting
Complete tree planting program
Stage 3 of fencing

B6. Lane Poole Reserve

- Commence Major Upgrade
- Year 1 Water supply and toilets at Nanga and Baden Powell
Road design to facilitate fee collection
- Year 2 Major redevelopment at Baden Powell camp ground
- Year 3 Major redevelopment at Nanga campsites.

C. Grant Schemes & Partnerships

- Year 1 Develop mechanism to fund and support grant scheme work. Ensure quality products are developed and appropriate maintenance support is provided.
- Years 2 & 3
Continue to secure funding on a one dollar for two dollar basis to support grants and partnerships

D. Volunteers

- Year 1 In association with District Volunteer Coordinator and Volunteers ensure that all volunteer projects fulfil Departmental goals and strategic objectives.

Prepare a 'step by step' check list to be used by District Volunteer Coordinator and Volunteers when setting up projects. Encourage and facilitate volunteer groups to take a greater role in the management of volunteer projects.

Support, encourage and acknowledge volunteers formally and informally in their contribution to achieving CALM's mission. Create at least three formal acknowledgment opportunities annually. (Includes Swan volunteer celebration December each year)

Assess requirements of CALM staff for volunteer management training within the Swan Region.

Continue to expand the Earth Carers Volunteers Program to keep at least 40 members.

E. Visitor Communication & Signage

- Year 1 In association with RATIS make inventory of all information shelters and panels.
Prepare report on rationalising and upgrading information shelters for following financial year. Prepare 3 year works program.
Remove vandalised and empty shelters which cannot be repaired or supplied with information.
- Year 2 Remove unwanted signs and complete plan in accordance with report for Year 1.
Evaluate effectiveness of information and continue updating.
- Year 3 Continue information improvement in accordance with works programs stemming from Year 1 and Year 2 reports.

F. Mountain Bikes

- Year 1 Develop 3 marked mountain bike routes with Swan Region.
Secure support and endorsement for a phased development of a Perth Augusta Albany Mountain Bike Route.

- Year 2 Construct 100km and 2 campgrounds on PAAM Trail.
Construct three half day rides in Swan Region.
- Year 3 As Year 2.

G. *Coordinate Events on Swan Estate*

(Rally Australia, Avon Descent, Aust. Mountain Bike Championships, etc.)

- Year 1 Complete register of all events and recreation activities on CALM Estate.
- Year 2 Determine management costs for each activity/event and inform groups that costs will need to be met in 1998/9 financial year.

H. *Promotions and Marketing*

- Year 1 Prepare Recreation and Tourism Marketing Plan for Perth Outdoors.
Secure budgets to promote venues and programs.
- Years 2 & 3
Implement Marketing Plan.

I. *Provide Visitor Programs at Major Venues*

- Year 1 Continue with successful programs such as the 'Go Bush'.
Plan and prepare 3 new programs in each District.
Prepare lists of possible information/education programs that could be self-funding.
Identify training requirements so that programs are properly delivered.
- Years 2 & 3
Continue to improve, develop and resource programs.
Implement staff training to deliver programs.

J. *Fee and Revenue Collection*

- Year 1 Identify and document locally all income for the Program 32.
Improve fee collection by 10% - use Vistat figures to focus on peak user times.
Prepare Regional Strategy to improve fee collection at existing stations by 10% annually.
- Year 2 Develop and implement program to collect fees from day use visitors in Lane Poole Reserve.
- Year 3 Continue to improve fee collection and reduce costs of fee collection by 15%.

K. *Improve Percentage of Discretionary Money within Total Budget*

- Year 1 Develop new management system to achieve funding of salaries to 'capital' ratio of 60% to 40%. Reduce the current ratio of 90:10 by 10% each year.

L. Staffing

Continued development of optional staff structure within Recreation and Tourism Program.

- Year 1 Employ Regional Interpretation (Marketing) Officer
Employ Manager Yanchep National Park.
Ensure that JDF for seasonal wages employee positions includes trade skills or experience in recreation facility construction.
- Year 2 Employ Clerk of Works
Develop Recreation Facility Construction Crew.
- Year 3 Continue implementation of staffing plan as shown in Appendix I.

M Staff Training

- Year 1 Ensure that all District Recreation and Tourism Program Leaders have completed:
 - 1. the Advanced Recreation Training Course,
 - 2. the Interpretation Officers Course, and
 - 3. the Contract Management Course.Provide a Recreation Management Course for overseers and senior field crew.
Develop 3 year training plan for all staff in Recreation and Tourism Program.
- Years 2 & 3
Provide training course for staff running interpretation/recreation activity programs focusing on compering skills, presentation and hosting activities.
Implement training program.

N Coordinate Asset Management

- Year 1 Through RATIS develop asset inventory.
Allocate costs and current value to all assets.
Determine life span and depreciation rates for all assets.
Identify highest priority maintenance requirements.
- Year 2 Develop annual maintenance works program.
Secure appropriate budgets and staffing to undertake maintenance program.

O Undertake Research in Partnership with Tertiary Institutions.

- Year 1 Develop links with Tertiary Institutions and form a Memorandum of Understanding to plan, fund, undertake and research into recreation management within natural settings.
Secure budgets to implement 3 research projects.
- Year 2 Prepare annual research requirements in priority order.
Continue with research program as outlined.

P. Leases and Licences

In conjunction with Park Policy and Tourism Branch prepare plan for the management of leases and licences within the Swan Region.

Q. Ongoing Works

Prepare annual works program for continuing projects and maintenance works.

Specific tasks include:

- Bibbulmun Track - Complete Swan Region section 1996/97.
- Langford Park
- Gooralong (possible closure)
- Icy Creek
- Stromatolites / Thrombolites - Yalgorup National Park
- Coastal Plain Walk Trail
- Milyu Rehabilitation
- Signage - Coastal Waters
- Facility Replacement - Avon Valley
- Facility upgrade - Serpentine
- Walk Trails - Yalgorup
- POW Camps
- Gnangara Urban Forest
- Jarrahdale Eco-experience
- Cabaret Cave Redevelopment in Yanchep National Park
- Path improvement and signage at Lesmurdie, Greenmount and Kalamunda National Parks.
- Closure and rehabilitation of low use / high maintenance sites.
- Signage - Erskine, Matilda Bay, Moore River, Wildflower Gardens.
- Coastal Waters Education Kit
- Displays - shopping centre and others
- Presentations to school / community groups
- Volunteer training and liaison - CRRP and others.

R. Special Projects

- (a) In conjunction with Director, reduce the Swan Region Tourism Revenue Target to allow more of the revenue collected to be retained within the Region.

The goal is to reduce the Target by 15% until a level which meets the cost of revenue collection.

- (b) Establish list of tradespersons willing to assist with projects on a short-term contract basis.
- (c) Establish annual contracts for trades (carpentry, plumbing, bricklayers etc.)
- (d) Establish annual contracts for professional skills such as graphic artists, architects, surveyors, engineers, etc.
- (e) Promote and market Dwellingup Districts Woodshed Products.

**Recreation and Tourism Program
Regional and Divisional ActionPlans**

Wheatbelt Region

Discussion Paper - Recreation and Tourism Strategy for the Wheatbelt Region

Discussion Paper

This paper has three main purposes: to identify the primary factors that need to be considered in preparing a recreation and tourism strategy for the Wheatbelt Region, and to propose an outline of the strategy document, and to identify interim measures to be taken prior to the preparation of the Recreation and Tourism Strategy.

Issues will be listed under the section headings as proposed for the strategy document.

Recreation and Tourism Strategy for the Wheatbelt Region

Physical characteristics

Description of the physical characteristics of the Region. Will include information such as:

- the number, size, and distribution of nature reserves;
- other sites such as shire reserves;
- main features of the region, such as Dryandra, Wave Rock, etc;
- infrastructure (roads, facilities, etc).

CALM Recreation and Tourism Draft Policy

Outline of the 14 principles espoused in the draft policy, especially those that relate significantly to the Wheatbelt Region. This will place the Regional R & T Strategy in context.

Recreation and Tourism in the Wheatbelt

Description of **existing** uses and issues. Will include such information as:

- audiences/market groups (locals; tourists'on main travel routes bisecting the Region; destination travellers within Region, ie to Dryandra or Wave Rock; or those seeking a specific ecological experience, ie Dryandra Woodland Ecology Course
- lack of scenic attractions in comparison to other regions;
- main players (shires, CALM, WATC, CSTA, WDC);
- the Wheatbelt's position relative to other recreation/tourism areas, such as the Goldfields, Perth, coastal areas, the Stirling Ranges, etc;
- existing tourism services (accommodation, facilities, tourism operators, etc.);
- value-adding to existing tourism and recreation opportunities (agricultural focus? others);
- issues associated with recreation and tourism such as:
 - * widespread use but low visitor numbers to most sites;
 - * fragility of sites;
 - * large number of nature reserves with 'illegal' recreation activities;
 - * duplicity of sites;
 - * lack of regional focus between main players;

- * unreliable Vistat data, and hence poor knowledge of the market;
- * lack of areas available for bush camping;
- * poor relationships with shires;
- information and interpretation on offer (CALM and other);
- tour operators in the region;

The Future

Objectives and philosophy of a regional Recreation and Tourism Strategy. List of actions to address:

- facilitate input by main players;
- provide a range of opportunities and experiences to locals and visitors (includes bush camping, which is unavailable on CALM land in the Region except at Dryandra and on VCL in the extreme east;
- reduce impacts on the nature conservation values of CALM land, and other land (including the risk of disease);
- rationalise use of sites;
- take advantage of existing markets, and attract other potentially interested and compatible markets;
- inform and educate the public (school education, pre-visit information, on-site information and interpretation, post-visit recollection);
- identify ways to add value to existing experiences (increase range of appropriate experiences, information and interpretation, linking experiences and activities, merchandising);
- develop sound relationships with main players in R & T industry, including shires, WATC, WDC, CSTA and private operators who utilise CALM lands (including neighbours);
- determine CALM's role in providing infrastructure and guidance in nature-based recreation, including the provision of 'information packages';
- monitoring requirements;
- tour operator licensing.

Interim Management Actions

- Continue to liaise with shires over the preparation of district recreation plans. In particular, follow up on information sent in on proformas by meeting with shire representatives on-site.
- Continue to liaise with Lions Dryandra Village Inc. regarding the preparation of a management plan for the Settlement accommodation area.
- Implement survey of visitors to the Dryandra Settlement in collaboration with Lions Dryandra Village Inc.
- Install Sounds of Dryandra Drive Trail, walking track network, and other information and interpretation media as per the Forest Ecotourism grant details.
- Continue to collect VISTAT data for designated sites throughout the region.
- Attend quarterly meetings of Central South Tourism Association.

Recreation & Tourism Strategy Action Plan

Division of Parks, Recreation
Planning & Tourism



1. INTRODUCTION

The primary aim and responsibility of the Parks, Recreation, Planning and Tourism Division is to provide professional leadership, policy direction and technical and administrative support to CALM operations staff in the formulation, delivery and monitoring of the Department's Recreation and Tourism Program. In addition, the Division is also responsible for coordinating a number of specific program related functions.

Much of the work of the Division is devoted to the initiation and overall guidance of these various functions in consultation with regional and other CALM specialists, district and park staff and personnel from other organisations, both public and private. In this regard, the Division is responsible for the establishment and review of new procedures and standards which cut across regional/branch boundaries. Divisional staff also provide a focus and mechanism for in-service training and for the interchange of ideas and other information throughout CALM.

The purpose of this document is to briefly outline the full range of functions and activities which are currently being undertaken by the Division and to identify the main work priorities for each of the Division's sections in 1995/96, 1996/97 and beyond. An up to date list of Divisional staff and an organisational structure diagram are also included. Thus the plan seeks to provide an overview of the Division's strategic directions and priorities over the next 2 - 3 years and is intended to complement the Recreation and Tourism Strategy action plans currently being prepared by each region and some districts.

2. DIVISIONAL ORGANISATION AND RESPONSIBILITIES

The Parks, Recreation, Planning and Tourism Division was formally established in May 1989 following the reallocation of various specialist branches and functions amongst the Department's Divisional Directors. The creation of this Division under the leadership of the Director of National Parks brought together a number of the Department's professional staff involved in policy formulation, resource planning, outdoor recreation planning and design, landscape management and community education and interpretation.

It was and remains a logical merger, as many of these staff had already developed strong working ties.

Initially, the Division comprised three branches:

- Planning;
- Recreation, Landscape and Community Education; and
- Policy and Extension

"Tourism" was later added to the Divisional title to reflect the increasing importance given to nature based tourism in CALM's activities.

Further changes in roles, responsibilities and personnel, resulting primarily from staff changes and losses coupled with increasing responsibilities and the need to better reflect Government priorities, necessitated further examination of the Divisional structure and function. A working group was formed by C. Haynes in May 1994 to make recommendations regarding the Division's future structure and operation.

As a result of this review, the Division has subsequently been restructured and now consists of a small directorate and two branches, namely Planning and Visitor Services Branch and Park Policy and Tourism Branch (refer to accompanying figure). The new structure is intended to provide better definition of the various functions and roles within the Division and lead to improved accountability and productivity. A total of 45 staff are currently employed within the Division while a further three staff are on temporary leave (two officers on secondment, one to Rottnest Island Authority and the other to the Australian Nature Conservation Agency) and a third on LWOP. A brief description of the main responsibilities and staff assigned to the two branches and directorate follows:

Divisional Directorate

There are four staff positions in the Division's Directorate which all answer to the Director for Parks, Recreation, Planning and Tourism (this position is the statutory position of Director of National Parks and is currently occupied by Jim Sharp [acting]) which are outside the branch structure:

- Personal Secretary - occupied by Sharon Bell.
- Program Coordinator - occupied by Wayne Schmidt (coordinates the Recreation and Tourism Program and provides advice and assistance to Regions and Districts on Program priorities, expenditure, staffing and related issues).
- Senior Policy Adviser - occupied by Dave Hampton (carries out duties primarily concerning policy and legislation).
- Policy Adviser - currently occupied by Peter Sharp (provides advice on policy and assists the Director).

The Division comprises two branches:

PLANNING AND VISITOR SERVICES BRANCH

This Branch is managed by Jim Williamson and is responsible for:

(i) Land Administration

This section is responsible for amendment and expansion of the CALM estate including:

DIVISION OF PARKS, RECREATION, PLANNING AND TOURISM
(as at June 1996)

DIVISIONAL DIRECTORATE

|
A/Director
J Sharp

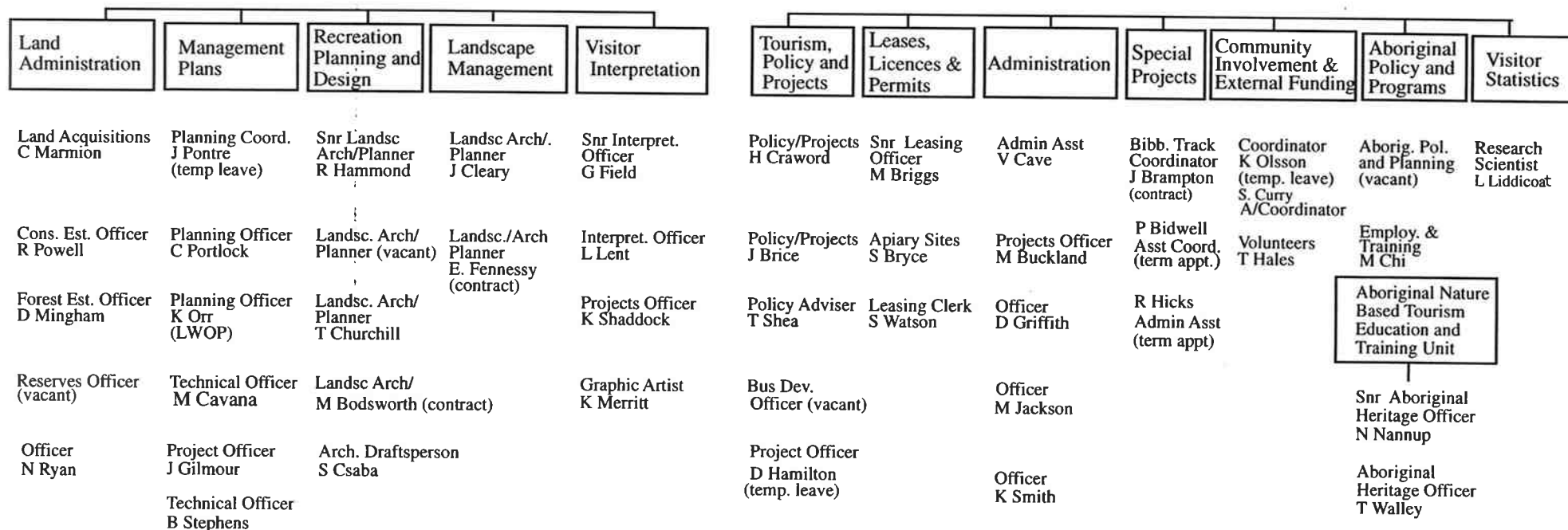
Personal Secretary
S Bell
|
Program Coordinator
W Schmidt
|
Senior Policy Adviser
D Hampton
|
Policy Adviser
P Sharp

PLANNING AND VISITOR SERVICES BRANCH

Manager
J Williamson

PARK POLICY AND TOURISM BRANCH

A/Manager
C Ingram



- Implementation of the CTRC Systems recommendations and land tenure changes recommended in approved management plans prepared by CALM.
- Purchase of private land for the conservation estate.
- Land exchanges to improve management boundaries and to obtain high priority land for the conservation estate.
- Assessment of subdivision and town planning zone changes likely to affect the CALM estate.
- Negotiating with other State Government agencies for clearance to upgrade Class B and C nature reserves to Class A.
- Assisting negotiations for Section 16 agreements to manage private land for a purpose under the CALM Act.
- Advice and information to the NPNCA and LFC.
- Addition of Crown land to the CALM estate.
- Assessment of Native Title Claims on CALM tenure/activities

Staff members:

Chris Marmion, Land Acquisitions Officer and Section Leader

Robert Powell, Conservation Estate Officer

Derek Mingham, Forest Estate Officer

Noel Ryan, Reserves Clerk

(ii) Management Plans

Section is responsible for:

- Preparation of area management plans for national parks, conservation parks, marine reserves, nature reserves and other CALM managed lands.
- Preparation of, or advice for, CALM regional plans, management plan amendments, revisions, issue papers and other planning matters.
- Organising and conducting public participation in planning matters, including planning workshops, advisory committees, visitor surveys, plan releases and public information days.
- Analysis, review and summary of public submissions to draft management plans.
- Provision of briefing papers and draft correspondence for CALM Corporate Executive, NPNCA and the Minister on all matters concerning planning and the CALM estate.
- Provision of advice on external planning issues affecting the CALM estate.

Staff members:

Jacqueline Pontré, Planning Coordinator and Section Leader (seconded to Rottnest Island Authority)

Chris Portlock, Planning Officer

Kate Orr, Planning Officer (LWOP)

Matt Cavana, Technical Officer

Jeanette Gilmour, Project Officer

Burke Stephens, Technical Officer

(iii) Recreation Planning and Design

The unit currently has three full time staff and two temporary officers and is responsible for:

- Preparation of plans and specifications and supervision and implementation of the development of new recreation areas and facilities and the redevelopment of existing sites.
- Preparation of design guidelines and specifications for recreation site developments, facilities and signs.
- Provision of advice and training in recreation planning and design to CALM staff and external agencies.
- Assist in the preparation of regional and area management plans.
- Landscape assessment and evaluation of tourism development proposals within or adjacent to the CALM estate.
- Monitor and review the effectiveness of CALM recreation planning and design standards.

Staff members:

Richard Hammond, Senior Landscape Architect/Planner and Section Leader

Tracy Churchill, Landscape Architect/Planner

Mike Bodsworth, Landscape Architect/Planner

Steve Csaba, Architectural Draftsperson

(iv) Landscape Management

Responsible for:

- Implementation of a landscape management system for all CALM managed lands.
- Coordination of classification and inventory of scenic and other landscape resources on CALM managed lands.
- Preparation of resource management guidelines and training materials for development activities and operations on CALM managed lands.

- Evaluation of proposed land use activities and preparation of advice to minimise visual impacts through application of landscape planning and design principles.

Staff members:

John Cleary, Landscape Planner and Section Leader
Eamonn Fennessy, Landscape Architect

(v) Visitor Interpretation

Provides visitor information, interpretation and interpretive activity programs to enhance visitor appreciation and enjoyment of the CALM lands, waters and wildlife, including:

- Monitor the effectiveness of CALM's visitor interpretation program.
- Assists with the development of regional, district and area interpretive plans which identify themes, messages and techniques which are appropriate to each area and appeal to a range of visitors.
- Preparation of design guidelines and the production of a range of interpretive signs, facilities, publications and activities for visitors to the CALM estate.
- Establishment and support of visitor interpretation programs and activities for a range of ages and interest groups.
- Provision of training and support for CALM staff and relevant external groups in the development and implementation of interpretation activity programs.

Staff members:

Gil Field, Senior Interpretation Officer and Section Leader
Lotte Lent, Interpretation Officer
Karen Shaddock, Projects Officer (Sign Studio administration)
Kellee Merritt, Graphic Artist (contract)

PARK POLICY AND TOURISM BRANCH

This branch is managed by Colin Ingram (acting) and is responsible for:

(i) Tourism Policy and Projects

This section is responsible for the development of park policy and advice including:

- Research, development and monitoring of policies for CALM's involvement in park management, recreation and commercial tourism projects.

- Preparation of economic analyses, forecasts and evaluation reports in relation to recreation and tourism proposals involving leases, licences, partnership arrangements or other commercial aspects.
- Development and procurement of commercial tourism projects.
- Liaison with other agencies and organisations regarding CALM's Recreation and Tourism Program.
- Involvement in State and regional tourism planning.
- Preparation of Corporate and Ministerial briefing papers and correspondence as required.
- Preparation of tourism leases and tour operator licenses.

Staff members:

Hamish Crawford, Senior Projects Officer and A/Section Leader
 Vacant position, Project Officer
 Tracy Shea, Policy Adviser
 Denise Hamilton, Project Officer
 Matt Sapsworth, Project Officer

(ii) Leases, Licences and Permits

This section comprises three officers from the former Land Administration Branch. The section is responsible for a variety of functions and activities, including:

- Preparation , monitoring, administration and renewal of non-tourism related leases, communication licences, and apiary permits on CALM managed land.
- Implementation of CALM's policy on leases, licences and permits.
- Provision of advice to CALM regional and district staff about matters concerning drafting and administration of leases and licences.
- Implementation of the SEC/CALM Compensation Agreement.
- Administration of the Beekeeper's Consultative Committee.
- Advertising of tenders for new leases, licences and permits.

Staff members:

Malcolm Briggs, Senior Leasing Officer
 Sean Bryce, Apiary Sites Clerk
 Steve Watson, Leasing Clerk

(iii) Administration

This section provides administrative services and support for the whole Division and is managed by Val Cave. The responsibilities of this section include:

- Management and administration of all financial data relating to the work of the Division, including general ledger, accounts payable, staff salaries and payments for contractors, expenditure, revenue, grants and other external funds.
- Management of the Divisional office and all equipment and assets.
- Assisting with the flow of files and other records through the Division.
- Maintaining Divisional staff records.
- Provision of clerical and wordprocessing assistance to Divisional staff as required.
- Answering of switchboard/telephone and handling enquiries for information to do with recreation and tourism.

Staff members:

Val Cave, Administration Officer and Section Leader

Marg Buckland, Project Officer

Denise Griffith, Officer

Marjorie Jackson, Officer

Kate Smith, Officer

(iv) Community Involvement and External Funding

This section comprises two positions and undertakes the following functions:

- Development and review of policies for community involvement in CALM activities.
- Development and review of external funding policies.
- Administration, monitoring and evaluation of community involvement projects.
- Development and conduct of training in community involvement.
- Development and negotiation of external sponsorship and partnership proposals for involvement in CALM activities.
- Provision of advice on development of external grant applications.
- Coordination and monitoring of grant programs and liaison with grantors.

Staff members:

Kerry Olsson, External Funding Coordinator (on secondment to ANCA)
Terry Hales, Volunteer Coordinator

(v) Aboriginal Policy and Programs

This section is responsible for provision of policy advice and coordination of employment and training programs and other activities concerning Aboriginal interests in conservation and land management matters, including:

- Development of policies and provision of advice to the Director and other senior officers regarding the interaction between Aboriginal interests and those of the Department.
- Facilitation of Aboriginal participation in the preparation of regional, area and site development plans.
- Liaison with CALM regional and district staff regarding implementation of Aboriginal policies, community consultation, employment and training and provides assistance and expert advice relating to Aboriginal communities.
- Liaison with other Government agencies and Aboriginal organisations and communities on policy, planning and training and employment issues.
- Coordination of training for Aboriginal people in relation to CALM activities and also cultural awareness and communications training for CALM staff.

Staff members:

Vacant position, Aboriginal Policy Planning Officer
Maxine Chi, Aboriginal Employment and Training Coordinator

Aboriginal Nature Based Tourism, Education and Training Unit

This unit has been developed to provide Aboriginal tourism, training and education services. The unit will offer guided interpretive services on a fee for service basis as well as training and education services to Aboriginal groups and organisations wishing to become involved in cultural/nature based tourism enterprises. The unit comprises Trevor Walley (transferred from Wildlife Branch) and Noel Nannup (commencing February 1996). The unit will be coordinated by Gil Field. Maxine Chi and the Aboriginal Policy Officer (to be appointed) will provide assistance and input as required.

Staff members:

Noel Nannup, Senior Aboriginal Heritage Officer
Trevor Walley, Aboriginal Heritage Officer

(vi) Visitor Research (Vistat)

This section comprises one officer responsible for the collection and analysis of visitor statistics and other visitor research data, including:

- Development, evaluation and improvement of methods to collect visitor statistics data at selected CALM field locations.
- Processing and analysis of collected data.
- Preparation of quarterly, annual and special reports as required on the results of traffic monitoring, questionnaires and other visitor survey techniques employed.
- Provision of information, advice and training to CALM field staff involved in the collection of visitor statistics and related data.

Staff members:

Luisa Liddicoat, Research Scientist

(vii) Bibbulmun Track Project

The redevelopment of the Bibbulmun Track is being coordinated by Jesse Brampton. The project is responsible for the planning, design and construction of the track in conjunction with districts and regions.

Staff members:

Jesse Brampton, Project Coordinator
Peter Bidwell, Assistant Coordinator
Raelene Hick, Administration Officer

3. DIVISIONAL PRIORITIES

As indicated, the Division's primary aim is to provide the professional leadership, policy direction and technical and administrative support required to help guide and coordinate CALM's Recreation and Tourism program at a Corporate level. Most of the Division's officers and the majority of its financial resources are devoted to servicing the needs of the Department's regional, district and parks staff, whose responsibility it is to provide for the planned development, management and maintenance of nature-based recreation and tourism opportunities across the State. In addition, the Division is also responsible for initiating and/or coordinating a range of specific functions and services related to the Recreation and Tourism Program, (refer to Attachment A).

Given this dual role as both a facilitator and initiator, the Division has undertaken a review of its current functions and services with the intent of developing a strategic action plan for next 2 - 3 years which reflects Department-wide needs and priorities. Accordingly, each of the sections within the Division have prepared a brief statement outlining the main priorities and key actions they intend to pursue in 1996-97 and beyond.

Viewed collectively, these priorities and actions will provide the basis for an integrated Divisional works program, one which is in accordance with the basic principles on which the Department's Recreation and Tourism Strategy is based. Where appropriate, priorities and actions which address Program related issues raised by regions and districts during the strategy workshops held last year have been singled out for attention.

Briefly, the Division's main priorities over the next 2 - 3 years are as follows:

DIVISIONAL DIRECTORATE:

1. Develop the Strategy for the department's Recreation and Tourism Program and its implementation throughout the department.
2. Develop and implement a business plan for the Recreation and Tourism Program.
3. Actively support the phased development and implementation of the Recreation and Tourism Information System.
4. Work towards the adoption of a three year rolling budget for major recreation and tourism developments on CALM managed lands and waters and ensure regions and districts are provided with more timely advice on Program budget allocations.
5. Pursue the establishment of a statewide "Recreation and Tourism Improvement Fund" to be used for the development and/or upgrading of nature-based recreation and tourism assets managed by CALM
6. In association with the Director of Regional Services, seek increased funding from Main Roads WA for the construction and maintenance of recreation and tourism roads in national parks and State forest.
7. Seek the adoption of integrated land management regulations and the rationalisation of existing land management regulations. In particular, pursue the introduction of regulations which will enable the charging of entrance fees for State forest and timber reserves, camping fees for timber reserves and the issuing of infringement notices for all CALM land.
8. Coordinate the Department's position and response to issues which impact on Native Title.
9. Continue to provide advice and policy direction to CALM staff on all matters affecting the management of the Recreation and Tourism Program and coordinate Ministerial responses, briefing notes and other written advice to the Minister on Program related issues.

PLANNING AND VISITOR SERVICES BRANCH

Land Administration

1. Seek to acquire additional conservation estate (with primary focus on the Pilbara and Murchison) through State and ANCA funding.
2. Continue with the implementation of tenure changes as specified in regional and area management plans or as proposed through other studies and reports such as the EPA's Conservation through Reserves "Red Book" systems report.
3. Establish policies and administrative guidelines for dealing with Aboriginal land claims and the disposal of assets.
4. Continue to coordinate a Departmental response to subdivision and/or development proposals that may impact on the CALM estate.

Management Planning

1. Prepare new management plans and revise and amend others as necessary thereby continuing to increase the area of CALM managed estate covered by statutory plans. Continue to base the priority for management plan preparation on areas that are threatened, on advice from regional managers and on the need to complete region management plans.
2. Seek to improve the efficiency of the planning process through various means including:
 - promotion of the management planning manual;
 - continuation of annual planning workshops;
 - periodic review of alternative planning models and plan production methods.
3. Improve the efficiency of production of management plans while maintaining the quality.
4. Continue to seek more effective public participation and involvement in the planning process so as to achieve greater plan ownership.
5. Continue to coordinate CALM's response to other agencies' planning policies, strategies, management plans, town planning schemes and scheme amendments which may impact on the Department's estate and/or our operations.
6. Seek to increase the efficiency and effectiveness of communications between the management planning section, Corporate Executive, Corporate Relations, NPNCA, Government agencies and members of Parliament.
7. Improve information storage and retrieval systems in association with other CALM Divisions

Recreation Planning and Design

1. Continue to provide planning, design and technical assistance to CALM staff at all levels in the achievement and on-the-ground delivery of Recreation and Tourism Program priorities and initiatives.
2. Provide a central coordination role for recreation staff support and sharing of ideas, new initiatives, products and services of potential benefit statewide.
3. Provide professional support and planning and design assistance to the Parks Policy and Tourism Branch and CALM regions in the assessment and development of commercial nature-based tourism opportunities on Departmental managed lands and waters.
4. Continue to provide and maintain planning, design and implementation standards through a series of publications, manuals and other appropriate references materials. In particular, *the Pocket Field Guide* and *Sign Manual* will be edited and republished and the *Hardware Portfolio* and *Information Exchange* regularly updated.
5. Coordinate the development and implementation of the Recreation and Tourism Information System (RATIS) in order to provide a comprehensive, up-to-date register of assets and user data and to assist in the financial management of Program 32.
6. Continue to assist in the development and maintenance of staff awareness and technical expertise in all areas of recreation planning, design and management within the Department through both formal and informal training programs.
7. Investigate the benefit/suitability of a statewide framework designed to assist managers in determining more effective allocation, planning and management of recreational opportunities and visitor services (e.g. Recreation Opportunity Spectrum, Visitor Activity Management Process etc).

Landscape Management

1. Communicate-landscape management goals, policy and administrative procedures to all CALM regions and districts and seek to broaden staff appreciation and understanding of landscape as a resource which can be assessed, managed and protected.
2. Develop appropriate support "tools" such as planning and operational guidelines on plantation establishment and timber harvesting and train operations staff in their application.
3. Maximise the Section's ability and efficiency in providing planning and management support through the use of new technology and the recruitment of staff.

4. Continue to liaise with other State and local government authorities over the assessment, management and protection of visual landscape values both on and off the CALM - managed estate.
5. Update CALM's Landscape Management Policy no. 34.
6. Undertake field assessments and prepare plans for the range of operations and developments which impact on landscape values.
7. Update and refine CALM's Landscape Management System and improve its 'hands on' application to operations and developments.

Visitor Interpretation

1. Assist with the coordination of the planning and design of visitor interpretation programs on a regional and statewide basis.
2. Continue to assist regions, districts and parks in the design and preparation of signs, visitor displays and other field-based information and interpretation products and services.
3. Develop and disseminate standards and guidelines for the design of interpretive products such as information displays, process graphic signs and for activity programs.
4. Continue to train CALM operations staff in the art and science of visitor communication and planning and conducting interpretive activity programs.
5. Pursue external training opportunities with tertiary institutions and other groups such as commercial tour operators.
6. Oversee the design and management of interpretive programs for the Aboriginal Nature Based Tourism, Education and Training Unit.

PARK POLICY AND TOURISM BRANCH

Tourism, Policy and Projects

1. Develop and actively implement a program of release of opportunities for private investment in visitor services and facilities on CALM managed lands.
2. Complete a review and update of the Recreation, Tourism and Visitor Services Policy (Policy Statement no. 18) by the end of 1996 and develop new policies as required. Priorities include:
 - Eco-tourism/nature-based tourism
 - Horse riding
 - Communication installations

- Aircraft noise in sensitive areas
3. Seek to improve the delivery of policy advice to regions and districts and develop a system for monitoring policy implementation for Program 32.
 4. Pursue the adoption of legislative changes and introduction of regulations which provide for greater uniformity in the application and implementation of the Department's Recreation and Tourism Strategy. Particular areas of interest include the issuing of tourism licences on forest estate, concessions on freehold and jointly vested land and the management of tourism activities based on wildlife interaction off the CALM estate.
 5. Develop a set of guidelines and protocols to assess the environmental sustainability and compatibility of commercial nature-based tourism opportunities and proposals on CALM managed lands and waters.
 6. Develop mechanisms to ensure staff and proponents understand planning and statutory requirements for concessions on CALM estate (e.g. training workshops and written documentation explaining requirements).
 7. Seek to improve the percentage of tour operators licensed to work on CALM estate through the monitoring of field activities, industry networking and education.

Leases, Licences and Permits

1. Improve coordination between districts/regions and the Division in the processing of tour operator licence and permit applications and renewals and streamline processing and approvals.
2. Devolve monitoring of licence and lease performance to districts and regions and investigate options for the appointment of lease/licence officers in regions.
3. Ensure the tour operator and leases databases and the Apiary Site Register facilitate the efficient monitoring of terms and conditions and investigate levels of access to this information to ensure security and integrity is maintained.
4. Develop procedures for the enforcement of licensing provision and conditions where necessary.

Administration

1. Continue work on the development of an accrual basis of accounting consistent with CALM's financial management system.
2. Work towards the establishment of an effective customer service unit for handling public enquiries.

3. Create opportunities for Administration staff to gain experience and knowledge in other fields of work.
4. Continue developing an efficient and effective computer network within the Division which is fully integrated with Departmental systems.

Community Involvement

1. Assist regions and branches towards a greater use of volunteers.
2. Expand the role of interested bodies/groups (ie. friends of groups and associations) in conservation and land management initiatives where appropriate.
3. Involve volunteers in the administration, management and operations of nature-based recreation and tourism projects.
4. Update the volunteer data base to provide a better information flow to regions and branches.
5. Expand the training program for staff, volunteers and interested bodies.

External Funding

1. Encourage a more strategic approach to grant seeking drawing on program priorities and regional action plans.
2. Solicit sponsors for key projects as identified by regions or specialist branches and the sponsorship steering committee.
3. Continue to develop partnerships with the corporate sector and liaise with other grant eligible groups to access resources not directly available to CALM.
4. Explore innovative options for external fundraising.

Aboriginal Policy and Programs

1. Establish support and monitor the implementation of joint management through park councils.
2. Further develop mechanisms for liaison with Aboriginal groups in relation to management.
3. Increase the profile of Aboriginal involvement in CALM through the preparation and delivery of education and interpretive cultural programs and materials dealing with Aboriginal heritage and culture.
4. Identify national parks and other CALM managed lands which are suitable to carry out the above programs and work with local staff to implement these on the ground.

5. Access funding from employment and training programs to employ Aboriginal people on the management and delivery of nature-based recreation and tourism and nature conservation initiatives.
6. Identify and liaise with all appropriate parties responsible for or able to assist in the assessment and management of cultural heritage values on CALM managed estate. In particular, liaise with the Aboriginal Affairs Department (Aboriginal Sites Section) to develop and implement a CALM policy for protecting and managing cultural heritage. Identify officers within CALM regions who have appropriate skills in this area or are willing to be trained. Seek funding to employ Aboriginal officers to carry out this work.

Visitor Statistics

1. Continue to develop a visitor information database as part of CALM's Recreation and Tourism Information System which will enable the Department to effectively measure and monitor visitor needs, perceptions, expectations, attitudes and behaviour.
2. Provide training for staff involved in the collection, analysis and use of visitor information and assist regions and districts in the preparation of VISTAT data collection plans.
3. Assist districts and regions with specific requirements on visitor information and social research issues.
4. Liaise with tertiary institutions regarding joint/cooperative visitor surveys and other social research studies which can be undertaken on CALM managed lands and waters.

4. PLAN REVIEW

The Division's Action Plan will be subject to ongoing review and monitoring. Work priorities will be altered if and as required to reflect changing Departmental needs, the relative success of existing initiatives and actions and the emergence of new opportunities.

Comments or suggestions from regional, district or other specialist staff on any aspect of this plan and the Divisions priorities will be welcomed and should be forwarded to either the Divisional Director or Branch Managers.

DIVISION OF PARKS, RECREATION, PLANNING AND TOURISM BRANCH / SECTION	ACTIVITIES UNDERTAKEN AND/OR SERVICES PROVIDED																						
	ABORIGINAL EMPLOYMENT, EDUCATION & LIAISON	ADMINISTRATION (BUDGET MNGT, CLERICAL & PERSONNEL)	ADVISORY COMMITTEES	APIARY SITE PERMITS	ASSET MANAGEMENT	BUSINESS PLANNING & MANAGEMENT	COMMERCIAL TOURISM PLANNING	COMPATIBLE OPERATIONS	COMMUNITY EDUCATION	COMMUNITY INVOLVEMENT	DISABILITY SERVICE PLANNING	EXTERNAL FUND MANAGEMENT (GRANTS, DONATIONS, SPONSORSHIPS)	GRAPHIC DESIGN	INTERPRETATION	LAND ACQUISITION	LANDSCAPE PLANNING	LAND USE PLANNING (MATTERS AFFECTING CALM MANAGED ESTATE)	LEASES	LEGISLATION & LEGAL ADVICE	LICENSES	MANAGEMENT PLANNING	MINISTERIAL ADVICE (REPLIES, BRIEFING NOTES, ETC)	MONITORING
DIVISIONAL DIRECTORATE		•	•		•	•		•		•	•	•			•		•	•	•		•	•	•
PLANNING & VISITOR SERVICES BRANCH																							
v Land Administration		•	•		•							•			•		•		•		•	•	•
v Management Planning		•	•		•		•	•	•						•	•	•	•	•		•	•	•
v Recreation Planning & Design		•	•		•		•	•	•	•	•		•			•	•	•			•	•	•
v Landscape Management		•			•		•	•	•	•			•			•	•				•	•	•
v Visitor Interpretation		•	•		•	•	•		•	•			•	•		•	•				•	•	•
v Aboriginal Nature Based Tourism, Education & Training	•	•	•			•	•		•	•				•									
PARK, POLICY & TOURISM BRANCH																							
v Tourism		•	•		•	•	•	•									•	•	•	•	•	•	•
v Leases, Licences & Permits		•		•	•	•	•	•									•	•		•			•
v Administration		•							•														•
v Community Involvement		•	•						•	•											•	•	•
v External Funding		•										•										•	•
v Aboriginal Policy & Programs	•	•	•			•	•		•	•												•	•
v Visitor Statistics		•																			•	•	•
v Bibbulmun Track Project		•			•				•	•		•		•		•	•				•	•	•

• represents activities undertaken and/or services provided

DIVISION OF PARKS, RECREATION, PLANNING AND TOURISM BRANCH / SECTION	ACTIVITIES UNDERTAKEN AND/OR SERVICES PROVIDED																		
	POLICY DEVELOPMENT	PROGRAM BUDGETING	PROGRAM MANAGEMENT	PUBLIC ENQUIRIES	ROAD PLANNING & FUNDING	RECREATION SITE PLANNING & FACILITY DESIGN	REGULATION (DRAFTING & ADVICE)	SIGN DESIGN & STANDARDS	SIGN PROCUREMENT	TENURE CHANGES	TOUR OPERATOR LICENCES & PERMITS	TRAINING (EXTERNAL)	TRAINING (INSERVICE)	VISITOR INFORMATION	VISITOR STATISTICS	VISUAL IMPACT ASSESSMENT	VISUAL LANDSCAPE CLASSIFICATION	VOLUNTEER MANAGEMENT	WALK PATH PLANNING
DIVISIONAL DIRECTORATE	•	•	•	•	•	•	•			•	•	•	•						
PLANNING & VISITOR SERVICES BRANCH																			
v Land Administration	•	•	•	•			•			•									
v Management Planning	•	•	•	•						•		•	•						
v Recreation Planning & Design	•	•	•	•	•	•		•				•	•			•			•
v Landscape Management	•	•	•	•	•							•	•			•	•		
v Visitor Interpretation	•	•	•	•		•		•	•			•	•	•	•	•			
v Aboriginal Nature Based Tourism, Education & Training		•	•	•								•	•	•					
PARK, POLICY & TOURISM BRANCH																			
v Tourism	•	•	•	•							•		•						
v Leases, Licences & Permits	•	•	•	•							•								
v Administration		•	•	•															
v Community Involvement	•	•	•	•								•	•	•				•	
v External Funding	•	•	•																
v Aboriginal Policy & Programs	•	•	•	•									•						
v Visitor Statistics	•	•	•	•									•	•	•				
v Bibbulmun Track Project		•	•	•		•						•	•	•				•	•

• represents activities undertaken and/or services provided

People in CALM Places

Seeking to provide world-class recreation and tourism opportunities, services and facilities for visitors to lands and waters managed by CALM while maintaining in perpetuity Western Australia's natural and cultural heritage.



CALM's Mission and Objectives

The Department of Conservation and Land Management (CALM) manages more than 20 million hectares of the State's lands and waters, natural areas that protect invaluable natural assets. These assets are important recreation and tourism resources and make significant social and economic contributions to Western Australia.

In relation to the areas it manages and the activities pursued, and consistent with the functions and responsibilities defined in the CALM Act (1984), the Department's mission is to:

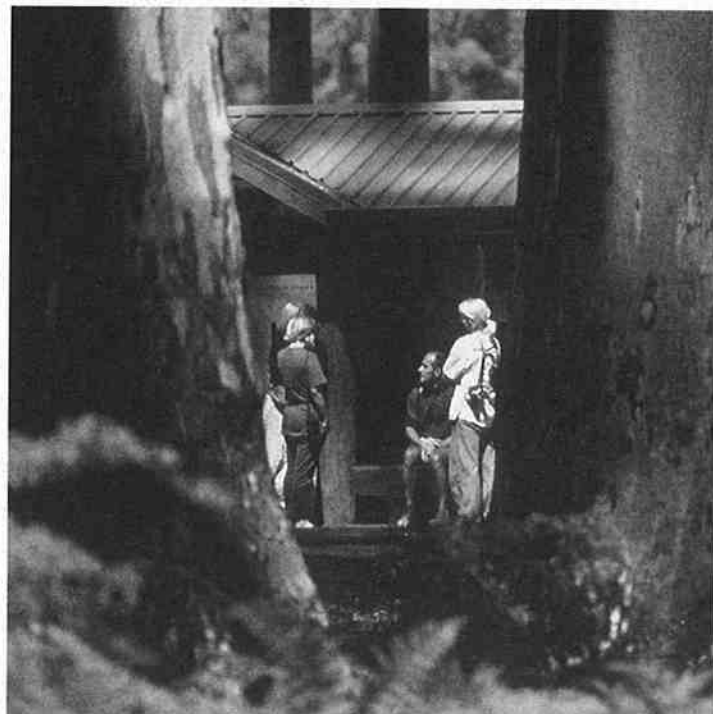
Conserve Western Australia's wildlife and manage lands and waters entrusted to the Department for the benefit of present and future generations.

To achieve its Mission, the Department pursues the following objectives:

- ◆ **Conservation:** To conserve indigenous plants, animals and environmental processes in natural habitats throughout the State.
- ◆ **Value and Use of Resources:** To optimise the value and economic return to the community of wildlife, lands, waters and resources entrusted to the Department without compromising conservation and other management objectives.
- ◆ **Tourism and Recreation:** To identify and provide opportunities and services to the community which allows them to enjoy the wildlife, lands, waters and resources entrusted to the Department without compromising conservation and other management objectives.
- ◆ **Knowledge:** To seek and provide an up-to-date and sound scientific and information basis for the Department's conservation and land management activities.
- ◆ **Community Support:** To promote community awareness and appreciation of the values of wildlife, lands, waters and resources entrusted to the Department and to develop community understanding and support for the Department's conservation and land management activities.
- ◆ **Human Resources:** To recruit, develop, reward and retain knowledgeable and talented staff, and to provide a stimulating, safe, productive and supportive work environment where staff can pursue individual goals consistent with those of the Department.
- ◆ **Corporate Efficiency:** To optimise the efficiency, effectiveness and responsiveness of the Department in the achievement of conservation and other management activities.

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Recreation and Tourism Strategy 1996-2000

This Strategy outlines the basic philosophy of the Department of Conservation and Land Management (CALM) in providing recreation and tourism opportunities on the lands and waters it manages. It describes the vision of CALM's Recreation and Tourism Program and articulates a number of focuses and strategic actions in relation to managing natural areas for public use. It also proposes some ways of measuring CALM's effectiveness and efficiency in delivering recreation and tourism services and facilities, and the effect recreation and tourism has on the natural environment.

Managing the Estate

Five million people visited Western Australia's public estate in 1994. The reason for such significant human interest is simple: this estate covers an area of more than 20 million hectares of lands and waters protecting unique landscapes, geological formations, plants and animals, and cultural sites. As manager of the estate, CALM needs to protect these sensitive areas while meeting the needs of a growing number of people seeking natural experiences.

Conserving the public estate for future generations, and managing it for use by the present one, is a complex process. Western Australia has a vast range of environments that have varying capacities to accommodate human use. CALM's customers and their needs and expectations are as diverse as the environments the Department manages. The cost of providing services and facilities, and of managing and protecting the public estate and the people who use it, continues to rise.

This Strategy provides a framework for the Department's planners and managers to approach the recreation and tourism challenges facing CALM. It provides a set of focuses and actions for developing and delivering opportunities, services and facilities to the Department's customers while continuing to protect the natural areas on which these activities are based.

The Strategy also incorporates focuses for considering visitor safety, providing equity of use of CALM's estate, providing the spectrum of opportunities required by our customers, enriching visitor experiences and being accountable for the services and facilities provided. It also provides a basis for developing partnerships that involve other groups in providing services and managing the public estate with CALM. CALM's partners can make a significant contribution to meeting the costs associated with managing the estate they use and providing increased services and facilities.

A Vision for Recreation and Tourism

CALM-managed parks, reserves and forests provide immense pleasure to many people. They also generate wealth through commercial recreation and tourism ventures. In response to increasing demands on the CALM-managed estate, as visitor numbers increase and more services are required, CALM is pursuing innovative ways of attracting resources by involving the community and industry in managing and protecting the public estate.

In 1995 CALM was given permission to retain all of its income, a financial arrangement that enhances the



Department's recreation and tourism programs. This situation can be further enhanced if the Department attracts partners to develop many of the recreation and tourism opportunities available on the public estate. In particular, nature-based tourism is an exciting new industry that has the potential to grow and contribute to managing the estate it uses.

In seeking new ways to achieve its objectives, CALM can improve its productivity and effectiveness, while being more accountable to its partners, the Government and Western Australians, in the way it uses its resources.

To meet the challenges facing the Department, CALM has adopted the following vision:

Provide world-class recreation and tourism opportunities, services and facilities for visitors to lands and waters managed by CALM while maintaining in perpetuity Western Australia's natural and cultural heritage.

The Recreation and Tourism Strategy describes the basic focuses embodied in the Department's approach to managing nature-based recreation and tourism opportunities, services and facilities on CALM-managed lands and waters. These focuses, or principles, and the accompanying strategic actions, will help to sustain the environment, meet customer needs and expectations and enhance the visitor's experience.

The success of this strategy, however, depends on it being owned and 'driven' by the regions, districts and branches and, in particular, on their ability to translate the focuses into clearly defined objectives and action plans that deliver opportunities, services and facilities that enable CALM to meet its objectives.

Experience has shown that, if applied correctly, the principles on which this Strategy is based will ensure that the public not only enjoy and appreciate the natural environment but also help to manage and protect it. The following pages show how that can be achieved.

Achievements

Over the past 10 years, CALM's balanced and innovative approach to the provision of nature-based recreation and tourism opportunities has earned the Department widespread recognition and community support. The intent of the strategy is to build on the following achievements:

- ◆ the redevelopment and upgrading of more than 200 recreation areas;
- ◆ numerous new facilities, several of which are destined to become icons of national and international note, such as the penguin viewing facility and the tree-top walk;
- ◆ a comprehensive policy statement to guide recreation, tourism and visitor services;
- ◆ effective public participation and feedback processes;
- ◆ a highly successful community involvement (volunteer) program, 1200 volunteers contributing 55,000 hours of work in 1994-95;
- ◆ innovative field-based activity programs for visitors to CALM-managed parks and State forest areas, such as The Hills Forest *Go Bush* program;
- ◆ informative, attractive and keenly sought-after visitor publications;
- ◆ an increase from 2.5 million to more than 5.0 million visits to CALM-managed areas;
- ◆ support for various major recreation events such as Rally Australia, the Avon Descent, the Bibbulmun Walk, etc.;
- ◆ development of arrangements to work with Aboriginal communities to manage land;
- ◆ effective relationships with special interest groups such as the WA Association of Four Wheel Drive Clubs;
- ◆ a Statewide visitor data collection program;
- ◆ the development of a comprehensive Recreation and Tourism Information System to be 'driven' by the field;
- ◆ more than \$15 million spent on capital infrastructure, visitor centres, roads, airstrips, etc.;
- ◆ effective partnerships with the commercial tourism sector;
- ◆ revenue-generating programs largely based on the 'user pays' principle;
- ◆ major commercial leases involving both a financial return and the management of visitor facilities and services;
- ◆ the appointment of an external grants coordinator and the winning of increased funding from the Commonwealth and other sources;
- ◆ design and construction standards for departmental signs, recreational structures and facilities which have subsequently been widely adopted by other State and local authorities;
- ◆ the training of more than 700 staff in recreation planning and management, visitor communications and interpretation, and the coordination and management of volunteers.

Focus 1: Ecological Sustainability

Natural ecosystems vary in their ability to accommodate human use. Some environments are durable and can withstand extensive use; others are extremely sensitive to human activity and disturbance. The challenge facing nature-based recreation planners and managers is to control the type, scale, intensity, duration and frequency of human activity in ways that maintain the integrity and stability of the environment.

Each recreation opportunity and each developed tourism site has to be evaluated to determine its compatibility with CALM's conservation objectives. Acceptable levels of environmental change that can be sustained within a given ecosystem need to be identified.

CALM's ability to meet these challenges depends on its knowledge and understanding of the natural environment and how the various ecosystems respond to development and human use over time. Before any new nature-based recreation or tourism ventures can be planned or developed, it is imperative to understand the natural environment; all new recreation developments and visitor facilities must recognise the need to manage for ecological sustainability. Failure to do so risks losing the attractions and features on which nature-based recreation and tourism depend. CALM's aim is to ensure that all of its recreation areas, facilities and services are planned, developed and managed so as to maintain in perpetuity or enhance the status of Western Australia's natural environment.

This can be achieved by:

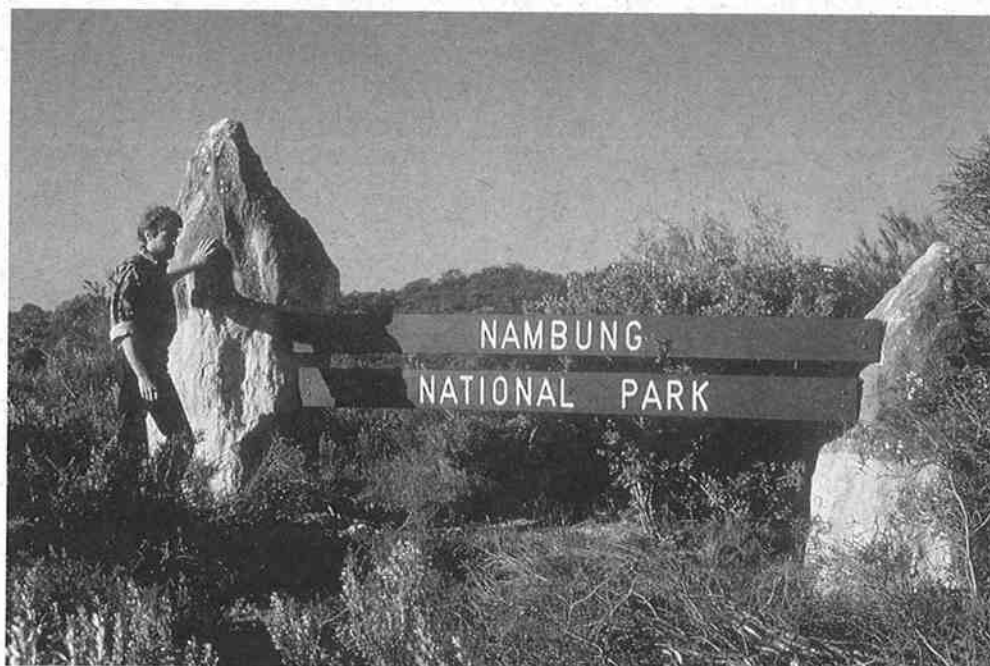
- ◆ Evaluating recreation and tourism opportunities in terms of their compatibility with conservation and other management objectives.
- ◆ Establishing management guidelines that recognise both the recreation and tourism potential and limits of available human, financial and ecological resources.
- ◆ Training CALM staff and private tour operators in the principles of sustained management.
- ◆ Assessing and planning recreation and tourism activities and facilities to minimise their impacts on nature conservation and aesthetic landscape values.
- ◆ Implementing new developments according to approved management plans.
- ◆ Informing the public on how the Recreation and Tourism Program contributes to nature conservation and other management objectives.
- ◆ Identifying acceptable levels of environmental change that can be sustained within a given ecosystem and taking direct action to intervene when these levels of change are in danger of being exceeded.

The effect recreation and tourism activities, services and facilities have on natural values can be measured by the:

- (i) identification of changes to resources in recreation areas;
- (ii) number of public comments about the condition of CALM's recreation areas, facilities and services.



Focus 2: *Sense of Place*



Every natural environment has its own special characteristics or qualities that set it apart from other areas and make it distinctive. This is commonly referred to as a 'sense of place'. Western Australia's diverse regional landscapes and climates, along with its Aboriginal and European culture, make this State an interesting place in which to enjoy leisure.

Unfortunately, a tendency to copy and import both physical and social settings and experiences is often at the expense of the local environment and culture. To maintain its qualities, each area's environmental and cultural attributes need to be identified; facilities, services and activities need to be designed to enable an area's distinctive attributes to be retained.

It is important in planning, developing and managing nature-based recreation and tourism services and facilities that those inherent qualities that are distinctive and contribute to Western Australia's attractiveness as a recreation and tourism destination are recognised and respected. The Department's aim is to develop a management ethos that recognises, protects and promotes those inherent qualities and cultural attributes that are distinctive to recreation and tourism areas.

This can be achieved by:

- ◆ Establishing and maintaining a research program to identify, describe and assess an area's unique environmental qualities.

- ◆ Instructing CALM staff, commercial operators and visitors on uniqueness and sense of place: what it is and how to assess, promote and protect it.
- ◆ Assessing those natural and cultural attributes that contribute to an area's sense of place before developing recreation and tourism services and facilities or undertaking management work.
- ◆ Involving the local community in assessing, planning and managing development to ensure that local history and cultural aspects are incorporated, maintained or enhanced.
- ◆ Designing facilities, activities and management actions that take into account and retain an area's distinctive social, cultural, physical and natural attributes.
- ◆ Recognising and retaining regional or local characteristics when providing recreation and tourism facilities and services.

The success in recognising, protecting and promoting an area's unique natural and cultural attributes can be measured by the:

- (i) number of areas recorded as having unique qualities or attributes;
- (ii) percentage of the Recreation and Tourism Program budget spent on protecting distinctive attributes;
- (iii) percentage of the Recreation and Tourism Program budget spent on interpreting distinctive natural and cultural attributes.

Focus 3: Customer Satisfaction

CALM is concerned with satisfying customer needs and desires for well-managed nature-based recreation opportunities. In all the Department's actions, customer satisfaction must be a prime aim and should receive the same degree of emphasis as good land management. The public who take their recreation on CALM-managed lands and waters will expect services that are timely, responsive and appropriate. This service can best be achieved by listening to and communicating with the public and by identifying and matching community needs with recreation resource opportunities. Community awareness, understanding and support are vital to conserving and protecting natural areas. Such support can only be achieved by working with the public and developing an understanding and empathy for their needs. CALM will endeavour to research public patterns of use, preferences and expectations and use this information when evaluating, planning and managing new or improved recreation opportunities. In short, the Department's aim is to:

Deliver nature-based recreation and tourism services that achieve a high level of visitor satisfaction.

This can be achieved by:

- ◆ Developing an information system to measure and monitor public needs, perceptions, expectations, attitudes and behaviour.

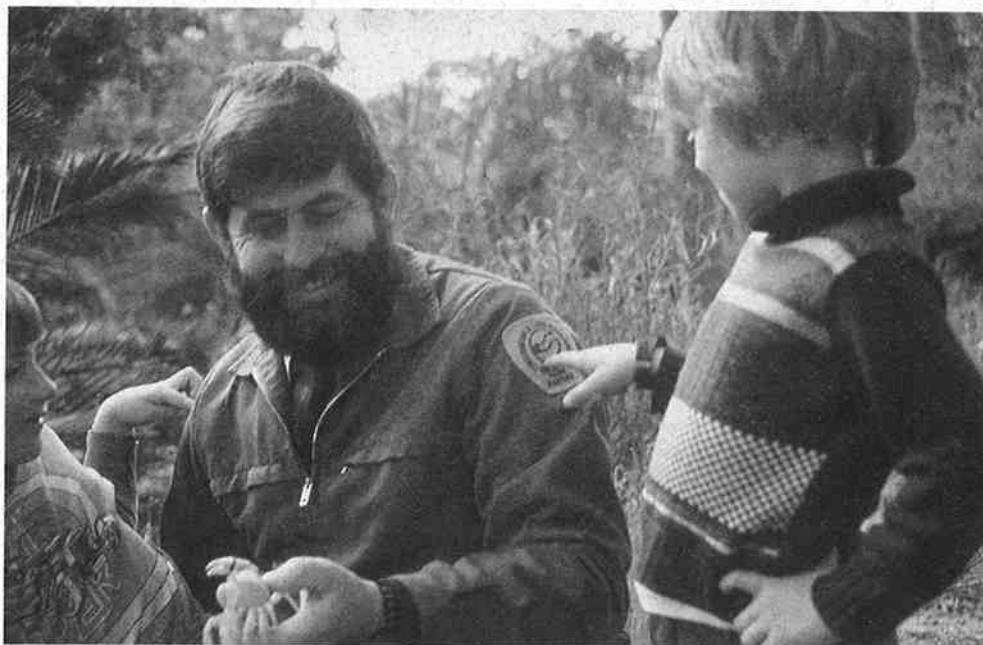
- ◆ Adopting a customer focus for all operations and provide customer service training for staff interacting with the public.
- ◆ Using research data to help develop policy and plan and design sites.
- ◆ Training staff to collect, analyse and use social research information.
- ◆ Giving priority to providing public information, security and safety.
- ◆ Providing facilities and services that seek to satisfy customer requirements and are based on ecologically sustainable practices.
- ◆ Monitoring and evaluating public satisfaction and promptly investigate and address any dissatisfaction.

Public satisfaction with CALM's recreation and tourism services can be measured by the:

- (i) increase in visitors to and use of recreation areas, services and programs;
- (ii) increased number of letters of appreciation for CALM's Recreation and Tourism Program;
- (iii) reduced level of complaints about CALM recreation areas, services and programs;
- (iv) increase in the number of return or repeat visitors to CALM-managed areas;
- (v) increased public donations;
- (vi) responses to customer service questionnaires.



Focus 4: *Enriching Visitor Experience*



Technology and an increasingly urbanised society has distanced many people from the natural environment. Many people living in cities want to be put back in touch with nature and to develop an awareness and understanding of the natural environment and ecological processes. Nature-based recreation and tourism activities and stories about the natural and cultural environment are powerful vehicles in developing public awareness, appreciation, enjoyment and support for conservation management. Memorable personal experiences enrich the lives of visitors to natural areas, help develop relationships between the visitor and the natural environment and enable CALM to gain support for its natural resource management program. CALM also adds value to the recreation and tourism experiences provided by other commercial and non-profit organisations by contributing scientific and other specialist information to those providers. It is the Department's aim to enrich visitor experiences of and develop their relationships with Western Australia's natural and cultural values.

This can be achieved by:

- ◆ Preparing and implementing visitor communication plans for CALM recreation areas that incorporate personal (public contact and activity programs) and impersonal interpretation techniques (signs, displays, productions and facilities) to reach the widest audience.
- ◆ Training CALM staff and private sector guides and operators to communicate with visitors and interpret recreation areas, and provide scientific and other information that adds to the value of the visitor experience.
- ◆ Promoting and conducting interpretive activity programs in major recreation areas with significant visitor numbers and where a demonstrated desire for such programs exists.
- ◆ Monitoring and evaluating the knowledge, skills, attitudes and actions of visitors to determine the effect communication has on enriching their experience, developing environmental knowledge and skills, minimising visitor impact and increasing support for CALM and its management objectives.

Value-added experiences and appreciation of the natural and cultural environment can be measured by the:

- (i) percentage of CALM-managed recreation areas which are interpreted for visitors;
- (ii) increase in the number of participants in CALM visitor activity programs and CALM-accredited guided activities for visitors and tourists;
- (iii) number of favourable comments or letters of appreciation from people who participate in CALM visitor activity programs;
- (iv) number of tour operators given training and information by CALM.

Focus 5: Spectrum of Opportunities

Western Australia's national parks, nature reserves, marine reserves, forests and wildlife provide a diverse range of opportunities for experiencing nature, culture and the outdoors. These opportunities range from remote and rugged landscapes that remain largely unknown and unexplored to the majority of the travelling public, through to intensively managed and heavily used parks and recreation areas. CALM needs to maintain this wide spectrum of recreation and tourism opportunities and experiences, and avoid pressures to promote, upgrade access and develop all sites to the same degree. Nature-based recreation and tourism opportunities will vary from site to site depending on conservation and land management requirements and the characteristics and proposed uses of each area as identified in area management plans. CALM's aim is to provide and sustain a range of nature-based recreation and tourism opportunities and experiences that are consistent with conservation and land management objectives.

This can be achieved by:

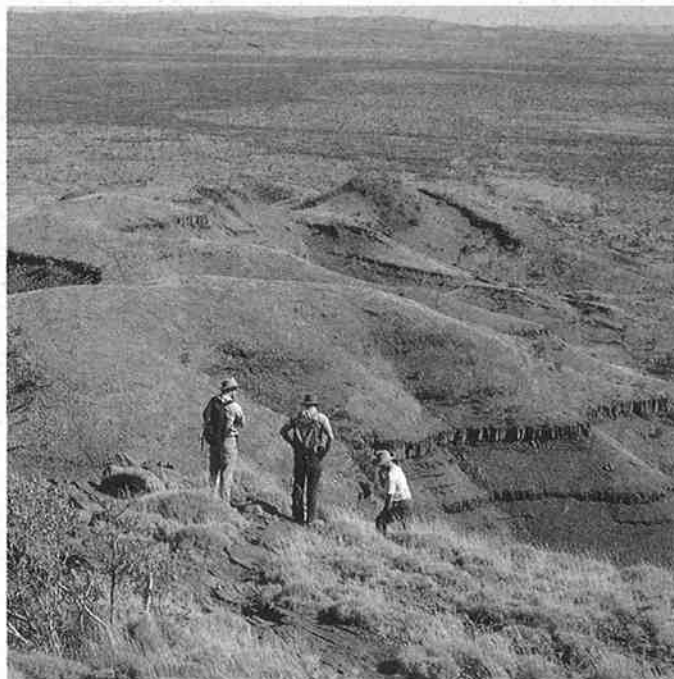
- ◆ Compiling a directory of nature-based recreation and tourism opportunities and experiences.
- ◆ Identifying and prioritising potential new opportunities and experiences that are compatible with other conservation and land management requirements.
- ◆ Planning to provide the maximum range of suitable

recreation and tourism opportunities in each region.

- ◆ Identifying appropriate areas to develop, and maintaining other areas in their natural state.
- ◆ Incorporating recreation and tourism access and development proposals in the zoning schemes in area management plans.
- ◆ Investigating the potential to source external funds and develop partnerships with other organisations to provide new and enhance existing experiences.
- ◆ Prescribing licence conditions for commercial operations to ensure high standards and quality experiences and, where appropriate, provide tour operator training.
- ◆ Marketing new and existing experiences and opportunities where appropriate.
- ◆ Seeking to complement recreation and tourism opportunities offered in areas outside the CALM estate.

Diversity of opportunity and experience in CALM's Recreation and Tourism Program can be measured by the:

- (i) number of different types of nature-based recreation and tourism experiences provided on the CALM-managed estate;
- (ii) number of different recreational groups and special interests catered for;
- (iii) number of nature-based visitor experiences sought by the public that CALM is unable to provide.



Focus 6: *Quality*

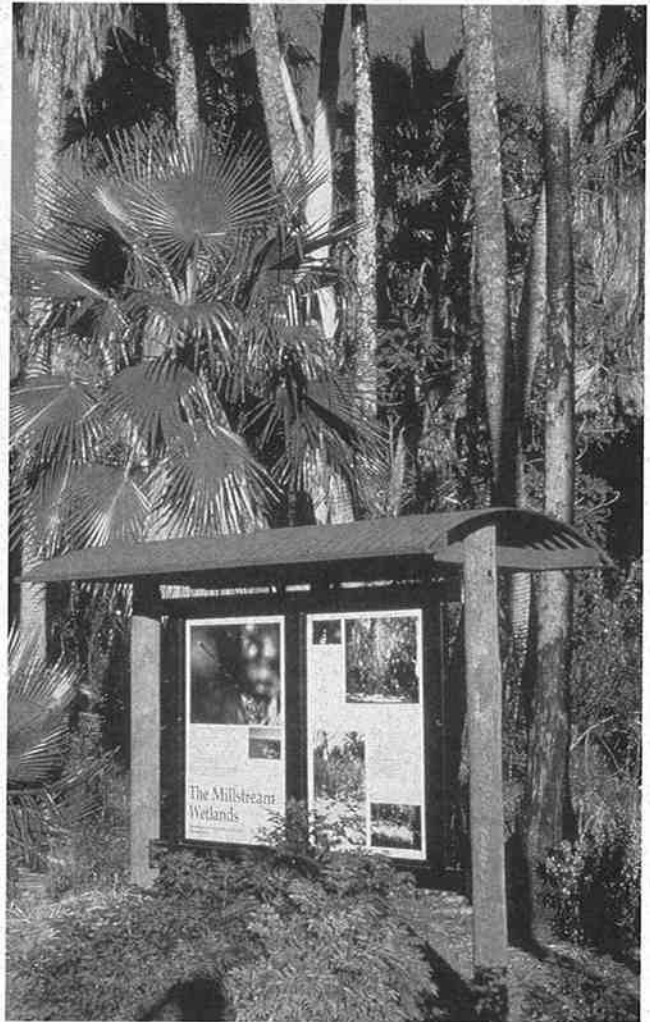
Quality is one of CALM's most important Recreation and Tourism Program objectives, whether it be in developing and maintaining facilities or in providing services and programs. The factors that determine the quality of a particular recreational facility, service or experience vary widely and are difficult to measure. Nevertheless, the Department needs to continually seek to understand customer needs, perceptions, expectations and attitudes and provide high-quality nature-based recreation and tourism services. The Department's aim is to provide and maintain nature-based recreation areas, facilities, programs and services to a consistently high standard.

This can be achieved by:

- ◆ Planning, providing and maintaining quality visitor services and facilities in accordance with the Recreation and Tourism Program priorities.
- ◆ Seeking regular public feedback regarding the standard of CALM facilities, services and programs.
- ◆ Training staff involved in the Recreation and Tourism Program and providing suitable training for others involved in delivering services or facilities on CALM-managed areas.
- ◆ Providing clearly defined standards for visitor services and facilities.
- ◆ Evaluating services, facilities and visitor information to ensure they comply with set standards and meet public expectations and needs.
- ◆ Encouraging and assisting staff to liaise and network with other organisations providing recreation and tourism facilities and services to keep up to date with advances in the industry.

The standard of CALM's recreation areas, facilities and services can be measured by the:

- (i) increased number of recorded visits to particular areas and to the CALM estate in general;
- (ii) requests for improved services or changes to recreation areas on visitor comment cards and other surveys;
- (iii) reduced levels of complaints about CALM recreation areas, services and programs;
- (iv) increase in the number of return visitors;
- (v) increased number of letters of appreciation received for CALM's Recreation and Tourism Program.



Focus 7: *Protecting Heritage Values*



Western Australia has a rich cultural heritage that is recognised as an important component of the nature-based tourism industry. Many visitors come here in search of an 'outback adventure' or to experience something of Aboriginal culture. Heritage may comprise a blend of natural and social resources, historical features, artefacts, anthropological sites and contemporary cultural practices and features. Where any of these features occur in the CALM-managed estate, they will be protected to retain valuable records of how current and previous generations, both Aboriginal and non-Aboriginal, have used the land and its resources. Land and conservation managers will be encouraged to understand and appreciate cultural heritage features and to enhance public enjoyment of them. It is CALM's basic aim to protect and manage features of cultural value so that the public can enjoy and appreciate them.

This can be achieved by:

- ◆ Developing and implementing a CALM policy to protect and manage cultural heritage values.
- ◆ Liaising with local Aboriginal communities and organisations to eliminate impacts that proposed operations may have on places of cultural significance.
- ◆ Continuing to develop predictive site-models that identify and avoid cultural sites in field operations.
- ◆ Developing a register of non-Aboriginal cultural sites located on CALM-managed land to complement the register of Aboriginal sites held by the Aboriginal Affairs Department.
- ◆ Considering cultural heritage values when preparing management plans and operational procedures.

- ◆ Liaising with the Heritage Council of WA, the Australian Heritage Commission and the WA Museum in regard to protecting and managing heritage values.
- ◆ Applying the principles embodied in the Burra Charter.
- ◆ Applying for grants to research, manage, protect, enhance and interpret Western Australian cultural heritage information and features.
- ◆ Where appropriate, and with the consent of traditional custodians, passing on knowledge of Aboriginal cultural values on CALM-managed lands to other staff, land users, visitors and the tourism industry.
- ◆ Developing partnerships with local interest groups to assist in the management and interpretation of heritage values.
- ◆ Where appropriate, encouraging and training Aboriginal people to prepare and deliver educational and interpretive cultural programs and materials dealing with Aboriginal heritage matters.

The protection and management of physical and social features of cultural value on the CALM estate can be measured by the:

- (i) number of known significant cultural areas or places on CALM-managed lands for which steps have been taken to improve visitor understanding and appreciation;
- (ii) reduced incidence of damage or interference to cultural sites;
- (iii) increase in the number of Aboriginal people employed on CALM-managed lands and waters;
- (iv) percentage of Recreation and Tourism Program budget spent on protecting or interpreting an area's unique natural and cultural attributes.

Focus 8: *Innovation*

The needs, preferences and expectations of the recreation-seeking public are as dynamic and varied as the natural environment itself. The planning of programs and services for nature-based recreation and tourism must be forward-looking and capable of being modified, but without compromising conservation principles. While CALM should be wary of short-term fashion and fads in regard to recreation and tourism services and facilities, the Department should welcome the opportunity to be creative, flexible and innovative as it responds to change. CALM's aim is to develop an innovative and forward-looking Recreation and Tourism Program that is responsive to changing customer needs and based on sound conservation principles.

This can be achieved by:

- ◆ Encouraging an innovative corporate culture that can involve some risk-taking and experimentation.
- ◆ Developing an environment that fosters creativity through staff participation, information sharing, analysis of visitor needs, research and development,

feedback and training.

- ◆ Recognising and rewarding staff and CALM's nature-based tourism partners for their efforts and initiative in delivering Recreation and Tourism Program objectives.
- ◆ Seeking, recognising and rewarding expertise, knowledge and skills in managing nature-based recreation and tourism facilities and services.
- ◆ Sharing information internally and with other agencies, organisations and community groups.
- ◆ Encouraging staff to participate in study tours, conferences and training schemes where new and innovative ideas can be shared.

CALM's response to changing visitor needs can be measured by the:

- (i) number of technical innovations introduced that improve delivery of recreation services and facilities;
- (ii) number of new or different activity programs introduced and the public's support of them;
- (iii) number of visitor comments that appreciate CALM's positive response to their needs.



Focus 9: Equity

In providing nature-based recreation and tourism facilities and services, the Department will seek equity of opportunity for the recreation-seeking public on CALM-managed areas. This can best be achieved by allowing the widest range of nature-based activities to be developed on CALM-managed lands and waters, providing these pursuits do not significantly diminish conservation and cultural heritage values, impair other forms of use to an unreasonable extent or place the safety of any visitors in jeopardy. Priority use may be allocated to specialised pursuits, events or specific user groups at sites or times that are suited to those activities. Both the costs and benefits associated with various uses must be evaluated when considering equity. CALM will not provide activities on the conservation estate that are better suited to other land tenures. The Department's aim is to provide a range of nature-based recreation opportunities compatible with conservation and land management objectives and economically feasible.

This can be achieved by:

- ◆ Incorporating equity considerations into planning and decision making processes involving community, commercial and conservation interests that affect the access and use of natural areas.
- ◆ Liaising with individuals and groups with special needs

and providing suitable nature-based recreation opportunities and facilities consistent with conservation and other land management objectives.

- ◆ Seeking to ensure, wherever possible, that nature-based tourism activities benefit local communities and contribute to natural and economic resource management and conservation.
- ◆ Using revenue raised from visitor fees, commercial ventures, leases and other sources to manage natural areas and, where appropriate, to allow for increased participation in providing nature-based recreation and tourism services and facilities.
- ◆ Liaising with other recreation providers to ensure that equity exists across the range of different land tenures (e.g. private, State and local government).

CALM's response to the needs of particular groups can be measured by the:

- (i) involvement or participation of interest groups in planning and managing CALM recreation areas;
- (ii) assessment of feedback from user groups, such as commercial operators, local communities, people with disabilities, and other interest groups with special leisure needs;
- (iii) number of special requests from groups or individuals that have been implemented or resolved.



Focus 10: Partnerships

Business and the community can help CALM achieve key aims. The Department needs partnerships to provide recreational facilities, services and programs. Possible partners include recreation groups, private and public organisations, and community groups.

This can be achieved by:

- ◆ Involving more volunteers and groups in the work of the Program.
- ◆ Formalising relationships and increasing contact with recreation associations, such as the 4WD Association or Confederation of Australian Motor Sports.
- ◆ Developing joint ventures with Aboriginal corporations and other community groups.
- ◆ Providing a clear role and recognition for advisory committees.
- ◆ Promoting opportunities for other organisations to offer services and facilities.
- ◆ Forging relationships with other government agencies involved in recreation or tourism.
- ◆ Training commercial tour operators to deliver recreation and tourism services.
- ◆ Seeking CALM membership in appropriate bodies (e.g. caves committee, regional tourism associations).
- ◆ Training CALM staff to manage commercial leases and licences, or employing specialists to do so, in conjunction with field staff.

Support for CALM's Recreation and Tourism Program can be measured by the:

- (i) number of volunteer hours;
- (ii) number of registered CALM volunteers;
- (iii) success of new volunteer projects;
- (iv) number of established CALM 'Advisory Committees' and 'Friends Groups';
- (v) number of external groups or committees with which CALM has regular contact or representation;
- (vi) number of joint ventures established.

The Department also seeks to broaden the financial resource base for delivering recreation and tourism opportunities, facilities and services by:

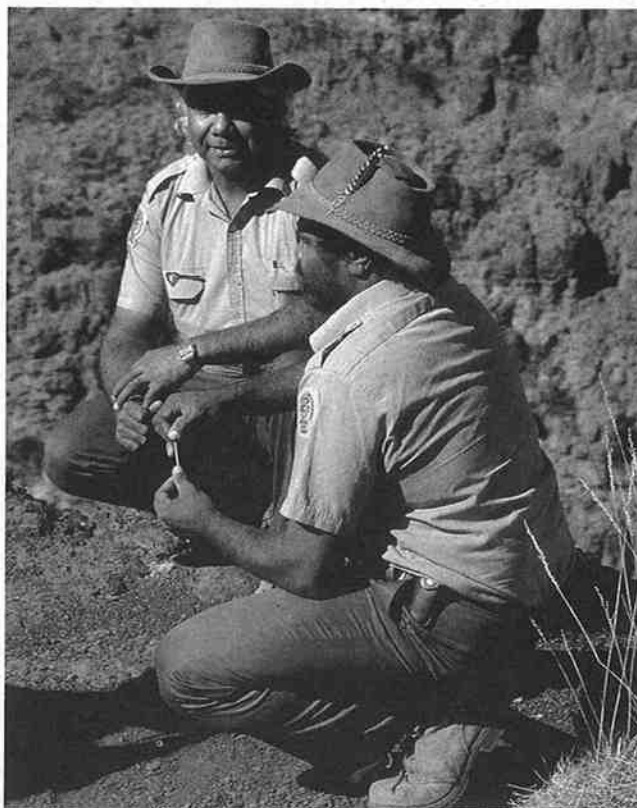
- ◆ Providing a directory of opportunities for commercial interests to help provide services and facilities.
- ◆ Asking the user to pay for facilities and services wherever appropriate and equitable.
- ◆ Developing leasing and licensing partnerships that guarantee an economic return for the right to use CALM-managed areas for commercial gain.
- ◆ Attracting private capital to develop facilities and

services, and encouraging local community financial support as a priority wherever possible.

- ◆ Seeking sponsors for identified activities.
- ◆ Further developing CALM as the primary provider of opportunities for nature-based tourism, and developing more market opportunities (e.g. merchandising).
- ◆ Marketing CALM and joint venture products, services and skills.
- ◆ Ensuring an equitable return for CALM and joint venture products, services and skills.
- ◆ Seeking grants and other forms of sponsorship according to Recreation and Tourism Program priorities and needs.

CALM's endeavours in attracting financial support for its Recreation and Tourism Program can be measured by the:

- (i) percentage of Program budget derived from partnerships and external funding;
- (ii) number of commercial leases and licences issued and the net return from these;
- (iii) percentage of Program budget contributed by sponsors;
- (iv) percentage of Program budget derived from grants;
- (v) percentage of visitors to CALM-managed areas who pay entry fees;
- (vi) increase in revenue per visit.



Focus 11: Staff Skills and Expertise

Resources for implementing Recreation and Tourism Programs will always be finite, while new opportunities and ideas for visitor facilities, services and activities are, seemingly, infinite. CALM's most important resource is its staff, in which resides a vast body of knowledge and experience that is constantly expanding. Core staff resources can be augmented by employing seasonal workers and contractors and by involving volunteers, adjoining landowners or commercial interests. However, the integrity and quality of delivering the Recreation and Tourism Program will depend on the skills, knowledge and experience of the Department's staff, who will be required to provide leadership and standards for the industry. The Department's aim in this regard is to provide adequate human resources to implement CALM's Recreation and Tourism Program and provide consistently high quality services and leadership.

This can be achieved by:

- ◆ Auditing CALM staff skills and experience in nature-based recreation and tourism and assessing against Recreation and Tourism Program priorities.
- ◆ Developing a training program based on a needs analysis and the staff audit.
- ◆ Providing opportunities for exchanges and work experience where this can benefit staff development and work performance.
- ◆ Developing guidelines for recruiting or contracting specialist skills that cannot be found within existing CALM staff resources.
- ◆ Where appropriate, looking for opportunities to augment core staff numbers with seasonal or contract workers, and recognising the potential of volunteers, neighbours and commercial partners to help deliver the Recreation and Tourism Program.
- ◆ Recognising and rewarding staff for their efforts and initiatives in delivering Recreation and Tourism Program objectives.
- ◆ Seeking appropriate recognition and reward for CALM's expertise, knowledge and skills.

The ability of CALM's staff to meet the Program's planned priorities can be measured by the:

- (i) percentage of the Recreation and Tourism Program budget spent on training and development;
- (ii) proportion of volunteers to CALM staff involved in the Recreation and Tourism Program;
- (iii) public recognition of CALM recreation and tourism achievements, e.g. positive media reports, or awards won.

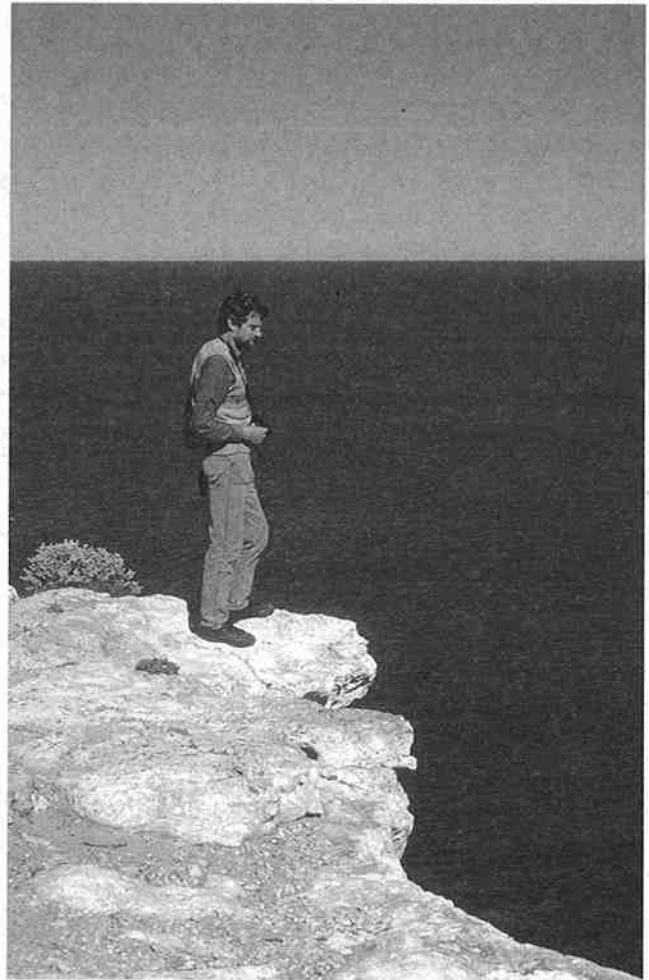


Focus 12: Visitor Safety

Providing nature-based recreation and tourism services and facilities in natural areas carries with it some significant responsibilities. Many outdoor environments that attract the public are also potentially dangerous. As a provider and manager of recreational opportunities, CALM has a moral and legal responsibility to consider the personal safety and welfare of staff and visitors to lands and waters it manages. The Department's aim is to develop and implement recreation and tourism programs, services and facilities that minimise the risk of accidents and injury to people enjoying themselves on CALM-managed lands and waters. In doing so, the Department will seek to reduce the potential for personal injury and property damage in a way that does not diminish visitor use or enjoyment of an area.

This can be achieved by:

- ◆ Preparing a policy and guidelines on visitor risk management on CALM-managed lands and waters and disseminating this information to CALM staff involved in the Recreation and Tourism Program.
- ◆ Developing and maintaining an up-to-date register of CALM-managed recreation and tourism assets as a basis for preparing and implementing recreation site and facility maintenance programs.
- ◆ Ensuring CALM operations staff, commercial operators and community support groups are trained in visitor risk management principles and procedures.
- ◆ Introducing an incident reporting system throughout the Department and ensuring CALM staff are familiar with reporting forms and procedures.
- ◆ Ensuring CALM recreation facility developments comply with relevant design standards and specifications where applicable.
- ◆ Carrying out periodic safety audits of CALM recreation areas and facilities.
- ◆ Informing visitors to CALM-managed areas through brochures, signs and displays where either a past history or future likelihood of personal accidents or injuries exists.
- ◆ Promptly investigating reported visitor accidents and injuries on CALM-managed lands and waters and rectifying any identified safety problems as soon as possible.



Success in implementing visitor safety measures can be measured by the:

- (i) decrease in the number and type of recorded accidents or injuries to visitors enjoying themselves on CALM-managed lands and waters (per 100,000 visits or similar unit);
- (ii) decrease in the number of claims lodged against the Department for negligence or otherwise failing in its duty of care to visitors that either results in damages being awarded or an out-of-court settlement being reached;
- (iii) extent to which the Department is able to minimise its public liability insurance premiums by adopting prudent visitor risk management practices and procedures.

Focus 13: Accountability

CALM's recreation and tourism services and facilities should be characterised by responsiveness and accountability to all stakeholders. Open, participatory planning processes increase accountability and confidence that CALM is responsive to community expectations. CALM's aim is to maintain accountability to the State Government and the people of Western Australia by implementing the Recreation and Tourism Program on time and within budget.

This can be achieved by:

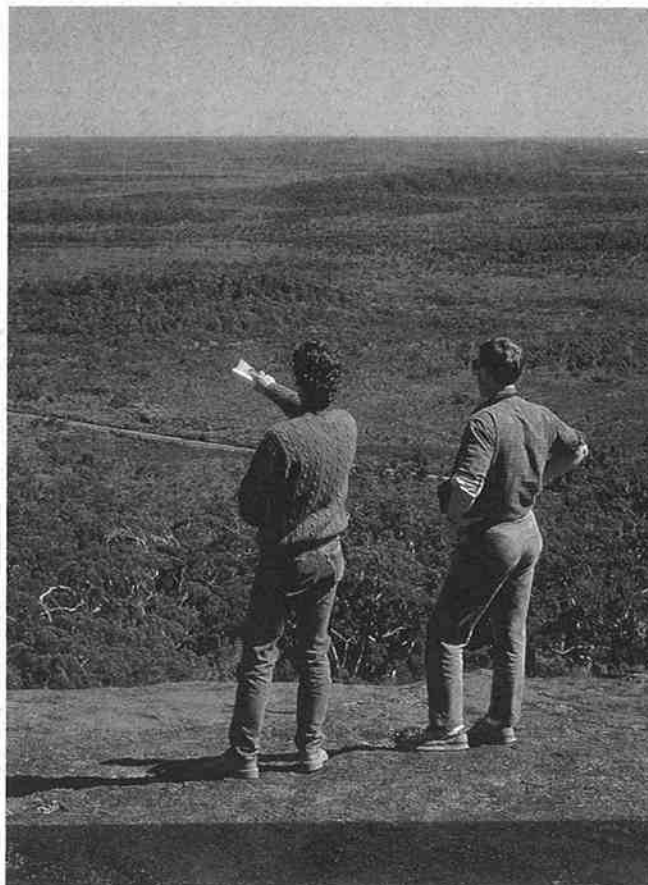
- ◆ Determining annual priorities for managing visitor services and facilities in accordance with the Recreation and Tourism Program and approved management plans, and in consultation between Regional and Branch managers and the Program Director.
- ◆ Preparing action plans that describe the steps to be taken toward achieving Recreation and Tourism Program objectives, and including a works program and a guide to monitor the implementation of these plans.
- ◆ Publishing annual priorities for managing recreation and tourism programs, services and facilities and details

of program expenditure in Treasury Program Statements and ensuring regional/district action plans are consistent with these planned achievements.

- ◆ Where appropriate, advertising opportunities for the public to be involved in planning and managing recreation and tourism services and facilities.
- ◆ Regularly reviewing progress towards implementing this Strategy and reporting that progress to the National Parks and Nature Conservation Authority.
- ◆ Operating local revenue-generating areas according to business plans.
- ◆ Providing regular briefings and reports to relevant advisory committees on implementing management plan recommendations and Recreation and Tourism Program priorities.
- ◆ Providing information on implementing this Strategy for CALM's Annual Report.

CALM's actions in meeting its Recreation and Tourism Program objectives can be measured by the:

- (i) evaluation of planned achievements against actual achievements;
- (ii) evaluation of expenditure against estimated budget.



Implementation and Review

It is the duty and privilege of CALM staff to develop recreation and tourism opportunities, facilities and services based on the guidelines outlined in this Strategy. It is they who must keep to annual schedules and targets, and ultimately realise the Department's vision for managing nature-based recreation and tourism. Everything depends on the continuing efforts of Regional, District and specialist branch staff.

CALM's Corporate Executive will use the Strategy to help determine priorities for allocating staff and financial resources. Competing demands will always exist for these scarce resources, so the challenge for Recreation and Tourism Program leaders is to ensure that nature-based

recreation and tourism achievements and priorities are recognised and that those achievements are based on this Strategy.

CALM will assess its effectiveness and efficiency in managing recreation and tourism programs, services and facilities. Key performance indicators are already established for the Recreation and Tourism Program and are measured each year and reported in the Department's Annual Report. The process of setting priorities and evaluating performance annually will help ensure this Strategy remains relevant to both CALM and the leisure-seeking public.



