



Department of the Premier and Cabinet

**TASK FORCE ON LAND RESOURCE MANAGEMENT  
IN SOUTH WESTERN AUSTRALIA**

**INTERIM REPORT**

November 1983

7  
DEF. 1

2

Department of the Premier and Cabinet

**TASK FORCE ON LAND RESOURCE MANAGEMENT  
IN SOUTH WESTERN AUSTRALIA**

7 November, 1983

HON. PREMIER

We are pleased to submit herewith the Interim Report of the Task Force on Land Resource Management in South Western Australia.

M.J. Mulcahy

Norman Halse

## SUMMARY

1. This interim report outlines proposals for re-organisation of land resource management and administration in Western Australia. The report has been released at this stage of the Task Force study in order to permit further discussion before final recommendations are made.
2. At an early stage of the study we concluded that it was impossible to confine it to the South West region because all of the agencies with which we were concerned had staff and responsibilities outside the region. With the approval of the Premier we have therefore made proposals on land resource management and administration which apply to the whole State.
3. During the period of this study we have been impressed by the competence and dedication of the staff of the government agencies involved in land resource management and administration. We have concluded that additional resources will have to be deployed to achieve effective and acceptable land resource administration and management in Western Australia. However, existing arrangements are not conducive either to the efficient use of resources or the development of community consensus on land use. We believe that before additional resources can be deployed efficiently, major changes to the existing structure and organisation of land management and administration agencies are necessary.

#### 4. Co-ordination of land use policy

We propose the establishment of a Land Resource Policy Council chaired by the Director-General of the Department of Premier and Cabinet and comprised of representatives of government agencies who have a lead responsibility in land resource management and administration and representatives of relevant community groups. The council will be serviced by an executive support group.

The Land Resource Policy Council's primary role will be to co-ordinate government land use and management policies and to ensure that regional land use plans are in accordance with government policies.

#### 5. Land use planning in rural areas

Currently there are no formal mechanisms for co-ordinated planning outside the metropolitan region and relatively few resources are available for land use planning.

We propose:-

- a) the formation of a Department of Town and Country Planning, based on the existing Town Planning Department. The Town and Country Planning Department would support and co-ordinate land use planning by local authorities through the provision of land use planning skills;
- b) the integration of land use planning for rural areas with controls on management practices through the Soil and Land Conservation Act for prevention of soil and land degradation;

- c) statutory regional co-ordination of local authority planning only where the intensity and range of land uses requires it. We suggest a region based on Bunbury for early consideration.

6. Rationalisation of public land management

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

- a) We propose the formation of a Land Management Department which would incorporate the Forests Department, the National Parks Authority, the Wildlife section of the Department of Fisheries and Wildlife, the Waterways Commission, the Kings Park Board and smaller elements of other agencies involved in land management or natural resources research.
- b) The new Department would be responsible for management of land currently vested in the Forests Department, the Western Australian Wildlife Authority and the National Parks Authority, and for vacant Crown land and unvested reserves. It would be responsible for land management planning of Rottnest Island and could carry out land management of Regional Parks. It would have a State-wide responsibility for management and research for wildlife and it would provide land management expertise to other public agencies and the community as required.
- c) The major features of the new Department would be:
- a Commission consisting of one full-time Director and two part-time commissioners;
  - three specialist policy divisions representing recreation, timber production and conservation with corresponding advisory committees;
  - an operations division based on integration of land management services at regional centres throughout the State;
  - land management according to plans which would be open for public comment and subject to formal approval.



TABLE OF CONTENTS

	<u>Page</u>
Chapter 1 Introduction	1
Chapter 2 Land Use Planning as a Basis for Management	3
2.1 General	3
2.2 Current land tenures	3
2.3 Co-ordination of planning and development	5
2.4 Attempts to improve land use planning	6
2.5 Intent of planning proposals	7
2.6 Planning and control proposals	8
2.7 Discussion	10
Chapter 3 Current Land Management Arrangements	12
3.1 Management of public land	12
3.1.1 Timber production	13
3.1.2 Conservation of nature	13
3.1.3 Recreation in natural surroundings	15
3.1.4 Water supply	16
3.1.5 Mining	16
3.2 Management of private land	16
3.2.1 Agriculture	17
3.2.2 Pastoral grazing	18
3.2.3 Water supply	18
3.3 Conclusions	19
3.3.1 Duplication of activities	19
3.3.2 Professional staff	19
3.3.3 Total resource allocation	20
3.3.4 Research	20
3.3.5 Regional services	21
Chapter 4 Proposed Land Management Department	22
4.1 Introduction	22
4.2 Objectives	22
4.3 Land resources for which the Land Management Department would be responsible	22
4.4 Components of the proposed Department	23
4.5 Reasons for the proposed inclusion of component agencies	23
4.5.1 Forests Department	23
4.5.2 Wildlife Research	24
4.5.3 Nature Reserves Management	24
4.5.4 Wildlife Management	25
4.5.5 National Parks	25
4.5.6 Herbarium	25
4.5.7 Indigenous fauna and feral animal research	26
4.5.8 Bush Fires Board	26
4.5.9 Waterways Commission	26
4.5.10 Kings Park Board	27
4.5.11 Rottnest Island land management	27

Chapter 4	Cont'd	<u>Page</u>
	4.5.12 Department of Lands and Surveys - land management	27
4.6	Proposed structure and functions of the Land Management Department	28
	4.6.1 The Commission	28
	4.6.2 Major Policy Divisions	28
	4.6.3 Operations	31
	4.6.4 Service Divisions	32
	4.6.5 Specific functions of the Department	34
	4.6.6 Public involvement	35
Chapter 5	Land Use Policy and Co-ordination	37
	5.1 Introduction	37
	5.2 Proposed Land Resource Policy Council	38
	5.3 Proposed structure and organisation of the Land Resource Policy Council	40
Chapter 6	Implications of Task Force Proposals	42
	6.1 General	42
	6.2 Public involvement	42
	6.3 Public land	42
	6.4 Private freehold and leasehold land	43
	6.5 Regional organisation	43
	6.6 Town Planning Department	44
	6.7 Department of Fisheries and Wildlife	44
	6.8 Forests Department	45
	6.9 National Parks Authority	45
	6.10 Department of Lands and Surveys	45
	6.11 Department of Conservation and Environment	46
	6.12 Department of Agriculture	46
	6.13 Legislation	47
 APPENDICES		
1	Government Agencies with Interests in Land Resources in the Task Force Study Area	48
2	Structure of Agencies Involved in Land Management	50
3	Summaries of Relevant Reports	80
4	Approximate Staff Composition of Departments and Agencies Proposed for the Land Management Department	99

## CHAPTER 1

### Introduction

The Task Force on Land Resource Management in South Western Australia has decided to present the conclusions it has reached so far in the form of an Interim Report. It is our hope that, if the Government agrees, this report can be distributed to government agencies and other parties directly interested in the results of our inquiry. We believe that the comments and discussions arising from this Interim Report will improve the conclusions and recommendations in our final report to the Government.

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

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

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

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

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

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

Naturally, we have had to take full account of the overall responsibilities of departments likely to be affected by our proposals.

We have reviewed the large number of relevant reports which have preceded our inquiry. Most of them deal with planning mechanisms rather than specific recommendations for better land management. Brief summaries of these reports appear in Appendix 3 and further discussion will be included in our final report.

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

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

In order to give full opportunity for public input into our inquiry we advertised for submissions and also directly invited them from organisations which we believed could be interested. We have received 63 submissions from organisations, private individuals and government agencies. In addition we have received detailed information from virtually all relevant government departments. Summaries of this information on government agencies is given in Appendix 2. We have made 6 country visits to make on-the-spot inspections and to supplement and share the very considerable background knowledge of government land management activities we had as individuals.

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

## CHAPTER 2

### Land Use Planning as a Basis for Management

#### 2.1 General

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

The primary means of allocation of land to public or private use are the processes of alienation, by which land passes from Crown ownership to freehold, or reservation to the Crown for particular purposes. Alternatively, land is left uncommitted for the time being as "vacant Crown land". This leaves the purpose of Crown reserves determined but not that of the freehold land, which presents a pattern of changing use, particularly at the urban fringe.

Where public land is already dedicated to a purpose through reservation, then planning and management may be carried out directly through the departments or other agencies which hold the land on behalf of the Crown, with proper provision for co-ordination and consultation of community interest through publication of planning documents. This is a practice already followed in the case of the State Forest, where Working Plans are published usually every five years. The organisation and structure of departments directly responsible for management of Crown land, both reserved and unallocated, is considered further in Chapters 3 and 4.

In respect of private land, there are likely to be changes in purpose and use, and possibly ownership, especially as development proceeds. Thus there are numerous land holders with responsibility for management and who trade in the land as property, at times with the intention of development. This situation is controlled by statutory planning procedures with their provision for publication of planning schemes and public response to them. The system is best developed for urban areas, and is the main mechanism by which urban growth at the expense of rural land is regulated.

The principal concern of this chapter is the use and management of private freehold and leasehold land in rural areas. Here the role of government departments in respect of management can only be an indirect one, exerted through land use planning, the administration of controls on management, and through technical advice and extension.

#### 2.2 Current land tenures

Figure 2.1 shows the State-wide distribution of land tenures, the result of the land allocation procedures already described. Western Australia could now be said to have reached the end of the pioneering stage, in that most of the land suitable for alienation has passed into private ownership, with substantial areas reserved or under consideration as State Forest, parks and reserves for various purposes. Land for pastoralism is leased while remaining in Crown ownership, and land unsuitable for use, mainly in the



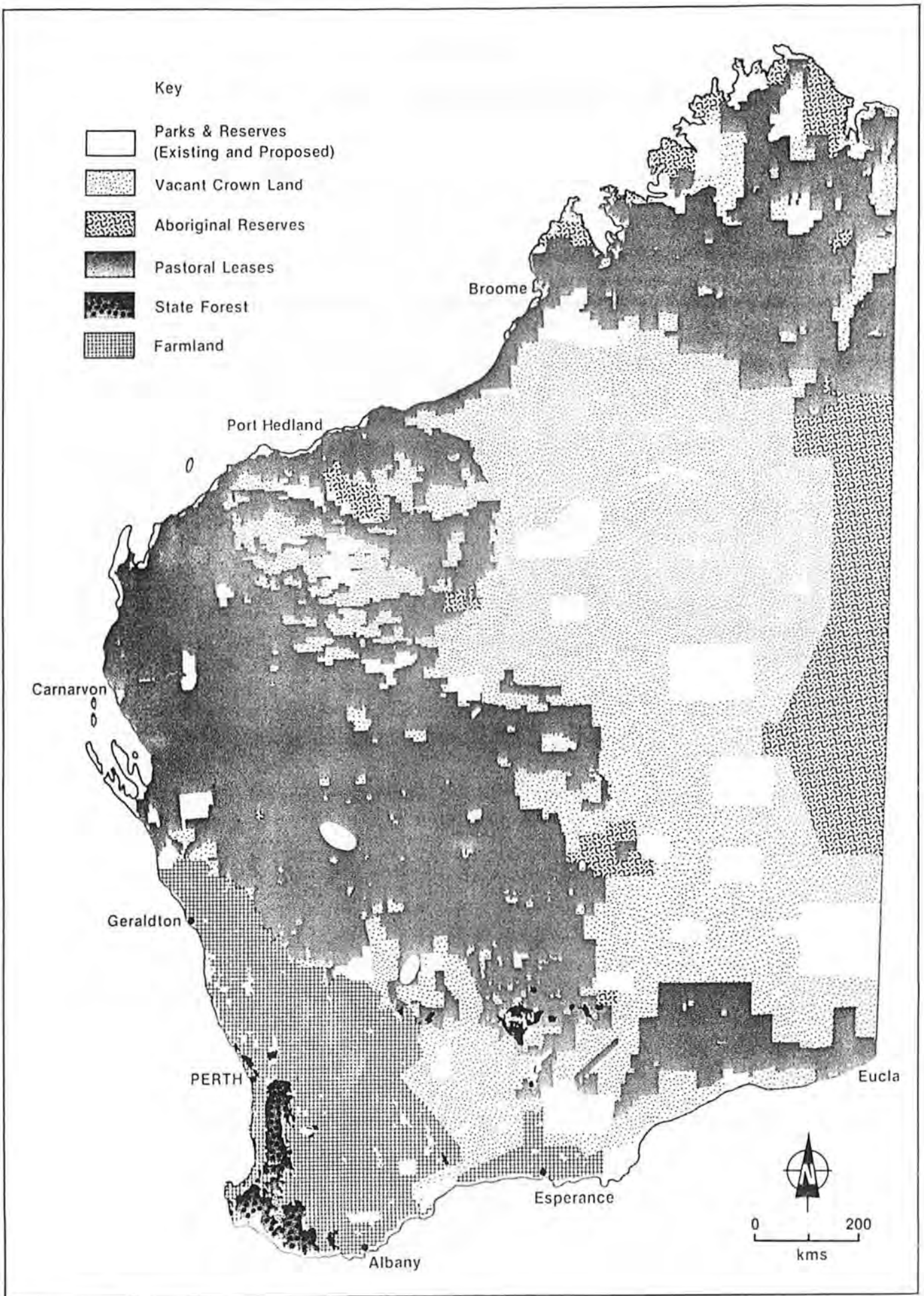


Figure 2.1 Land tenure and purpose in Western Australia

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

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

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

### 2.3 Co-ordination of planning and development

The system of government involvement in land use planning and management in this State has evolved over the past 150 years to the point where it now involves a great many statutory and ad hoc arrangements covering agricultural, industrial and urban development. With the post-World War II expansion of agriculture, industrial growth and mineral development, the problem of land management increased and many agencies were set up and legislation enacted to respond to situations as they arose. A list of the agencies involved in land use is provided in Appendix 1.

With the post-war developments, especially in the North West and Pilbara and in the coastal strip south of Perth, the need to co-ordinate the interaction of the private sector with government departments became evident, leading eventually to the formation of the Department of Resources Development which provides a single point of contact between the Government and the developers. The departmental head, as Co-ordinator of Development, convenes the Planning and Co-ordinating Authority which was originally intended to co-ordinate the participation of government agencies in major regional developments.

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

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

#### 2.4 Attempts to improve land use planning

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

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

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

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

Another ad hoc activity arises from the recommendations of the Conservation Through Reserves Committee for allocation of land to parks and reserves throughout the State. In lower south west and south coastal areas, informal working groups convened by the Department of Conservation and Environment have been set up to



advise the EPA. Subsequent recommendations by the Authority, if accepted by the Government, are then implemented by the Department of Lands and Surveys. Due to local influence on the Working Groups, such a procedure could result in undesirable vestings of valuable natural areas and inadequate management.

At the level of control of management practices, such as cultivation regimes and crop rotations, the Commissioner for Soil Conservation has considerable powers under the Soil and Land Conservation Act, though they have been seldom used. The Commissioner is an officer of the Department of Agriculture, which prefers to proceed by advice and persuasion rather than by compulsion. Where controls have been clearly seen as necessary, they have been imposed under the Country Areas Water Supply Act which restricts clearing on private land in gazetted catchments at the cost of substantial payments as compensation.

Thus the lead agencies in planning and control of land use in rural areas at present appear to be the Department of Lands and Surveys, the EPA, and the Public Works Department (as a water authority). These agencies are not planning authorities in any formal sense. Local authorities, which are the statutory bodies with power to plan and control land use, are only just beginning to show an interest in planning controls on the types of land use which are permitted in the non-urban regions of the Shires. For example, the Mandurah Shire Town Planning Scheme proposes significant areas outside urban centres for landscape protection. The Manjimup Shire is considering restrictions on the establishment of pine plantations in accordance with its policy of attempting to maintain a range of diverse land uses in its district.

## 2.5 Intent of planning proposals

Since planning involves the accommodation of competing interests, and of constraints on freedom of action of individual land holders, it follows that the community has to develop some level of agreement on planning objectives. Today, local authorities and rural groups are showing concern about the processes of alienation of Crown land which may limit or extend their farming area, the extent and management of public land within their districts, and about matching use with land capability. They are worried by problems of land and water degradation in farming areas. In coastal areas, while tourist developments are welcomed by some interests, there is a concern about the ways in which recreational traffic, with its potential to damage fragile areas, may be controlled.

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

In addition to the need for increased co-ordination, the movement towards land use planning for rural areas in country shires has highlighted the need for appropriate technical support. Currently shires are dependent either on their local planning officer or consultants. Expertise in land use planning for rural areas is not

readily available in the private sector and much of the data required for the purpose resides in government departments. Hence, it is necessary to provide technical support for local government authorities involved in land use planning.

## 2.6 Planning and control proposals

Our proposals for planning land use in rural areas are outlined in Figure 2.2. They recognise the role of local authorities and their statutory planning powers, regionally co-ordinated where necessary, and, within a planning framework, seek to deploy the powers of the soil conservation legislation to control management practices in order to prevent degradation of land and water resources.

The proposals involve the progressive preparation of planning schemes by shires, in response to local recognition of planning problems. Some regional co-ordination will clearly be needed, but needs to be statutory only where development is rapid and competition for the use of the land severe. Thus we do not propose the establishment of regional planning authorities State-wide, but only where necessary. The Bunbury Region emerges as an early contender.

Country planning by shires will clearly require support from the Government, which is justified because their planning will be in the interest of the State as a whole, and according to government policies determined with advice from the Land Resource Policy Council proposed in Chapter 5.

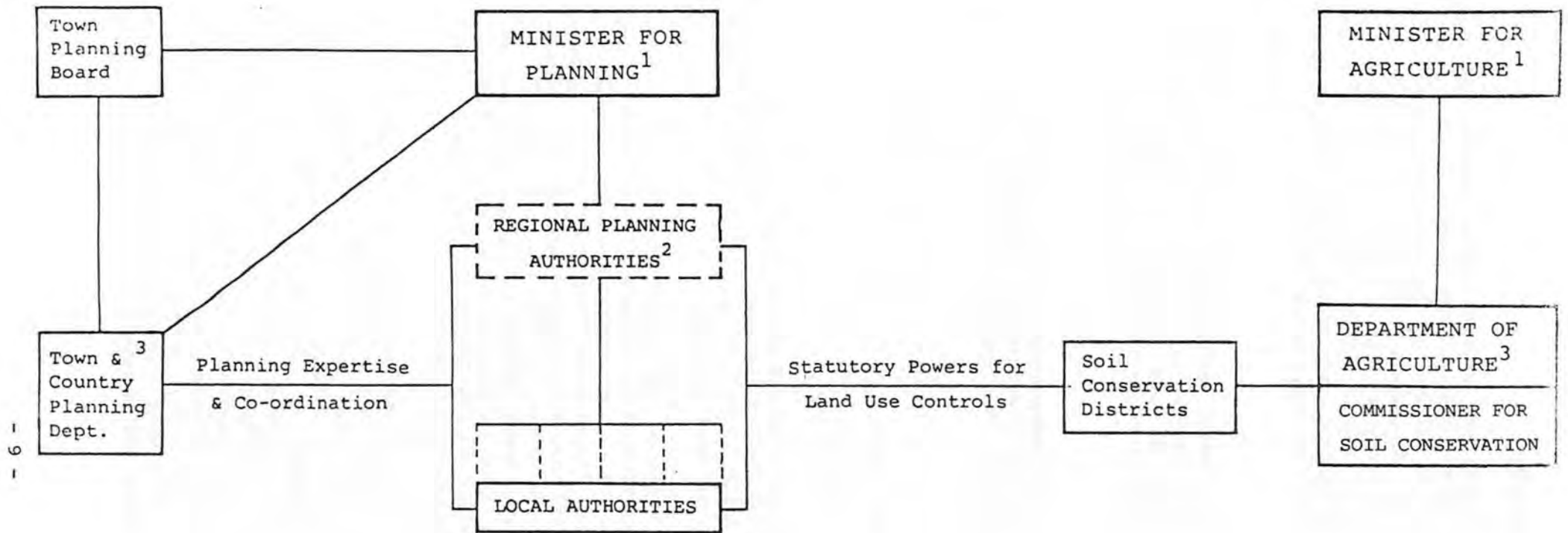
In some situations, controls on management by land holders may be required in response to local recognition of problems of degradation requiring concerted action. The Soil and Land Conservation Act provides for the establishment of Soil Conservation Districts, in association with Shire Councils, for just this purpose. Again, technical and financial support may be justified where the conservation measures are in the interest of the region or the State.

Figure 2.2 shows the necessary support being channelled through a Department of Town and Country Planning, and the office of the Commissioner for Soil Conservation. It would be drawn from other agencies as necessary, depending on where the necessary expertise is to be found. The proposal would have a number of implications for the organisation of government departments, as follows:-

### i) A Department of Town and Country Planning

The existing Town Planning Department would need to be reinforced and expanded, to change its name to the Department of Town and Country Planning, and to acquire staff with the necessary appreciation, and preferably experience in the problems of rural land management, whether of farms, forest, parks or reserves. It would provide advice and co-ordination for rural planning authorities, and staff support for any new regional planning authority.

The composition and functions of the Town Planning Board may need to be altered.



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

FIGURE 2.2 PROPOSALS FOR PLANNING IN RURAL AREAS

ii) Department of Agriculture

This Department already has several roles, which would be utilised in our proposed system. The Commissioner for Soil Conservation, who is an officer of the Department, has legal powers to control management practices causing land degradation; the Department has effective advisory and extension services for farming and pastoral areas; and it has skills in land evaluation and classification which could provide important inputs to the planning process.

iii) Other Departments

Agencies such as the Public Works Department, Department of Conservation and Environment and the new Land Management Department would be called upon for technical support. This should be formally recognised as one of their responsibilities.

2.7 Discussion

Our proposals for land use planning and control apply mainly to land held privately, whether freehold or leasehold. Within a framework of government policy (see Chapter 5) they can be seen as operating at three levels:-

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

The balance between them will vary from one part of the State to another. For this discussion it is useful to distinguish the coastal and higher rainfall areas of the south west, and the predominantly farming and pastoral areas.

In the higher rainfall areas of the south west, with a complex pattern of public and private land, demands on the resource are many and competing. There is a strong community demand for conservation of nature, recreational use of natural areas, intensification of agriculture and forestry production, growing demands on limited water resources, and for access to the land for mining. At the same time, urban growth is taking place at the expense of rural areas. Here, regionally co-ordinated, statutory planning for land allocation to use and means for control of its subsequent management, assumes great importance.

Our proposals for use of Soil Conservation District projects would provide a flexible means of planning and management of land use for the protection of sensitive areas such as water catchments and coastal dunes. If developed for catchments, the system we propose would allow long term adjustment of land use, so that deep rooted perennial plant communities, whether natural bush or established plantations for forestry or horticulture, were suitably situated. Further, it would enable such controls to be applied wherever seen as necessary by the community affected, not only in gazetted water catchments or reserves. It could afford protection of water resources where controls involving compensation are prohibitively expensive, and allow controlled access to fragile recreational areas.

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

In the pastoral areas, advice and extension together with the Soil Conservation District concept, must form the main avenue for improved maintenance of the land resource. This is considered further in Chapter 3.



CHAPTER 3

Current Land Management Arrangements

In this chapter the efficacy of current government arrangements for land management will be discussed according to a range of land uses. It is not easy to determine land use by area because many areas have multiple use, but in Table 3.1 below a list of land areas, dedicated by purpose, gives some idea of use (i.e. State Forest will be timber production plus recreation etc).

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

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

3.1. Management of public land

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

### 3.1.1 Timber production

The prime purpose for which the two million hectares of State Forest was first dedicated was the production of sawlogs for the timber industry. In recent years the growth of population and disappearance of other areas of virgin land and forest has brought about changes in priority of use for the State Forest - and these priorities are still being discussed in the community. These arguments have tended to exacerbate the difficulties of management for timber production.

The State Forest consists of hardwoods with two main sawlog species, jarrah (Eucalyptus marginata) and karri (E. diversicolor). The slow growth of these hardwoods means that the rotation time of individual trees is a minimum of 100 years for karri and longer for jarrah. Large scale forestry only started about 100 years ago, the State Forest was only dedicated 60 years ago, and the present cutting rotation for karri was established less than 20 years ago. At present no similar silvicultural rotation is available for jarrah. Because the forest has been under deliberate management for only a short time it is not surprising that the question of management for sustained yield is still a difficult one. The State Forest is not yet in a managed equilibrium system because until recently it had substantial areas of "old growth" which has a very low increment relative to its standing volume. There have also been changes in management systems, timber demands and areas available for timber production which have compounded the problem.

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

We believe it is inimical to good forest management to place responsibilities on the forests managers to achieve production targets, in kind or quantity, which have been generated from considerations outside the forest.

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

### 3.1.2 Conservation of nature

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

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

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

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

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

The National Parks Authority has a role in nature conservation in that it manages 4.6 million hectares of National Parks including over one million hectares in the south western part of W.A. These National Parks provide an important habitat for wildlife. The Fitzgerald River National Park, for instance, is an international biosphere reserve, one of only two in Western Australia. The National Parks Authority has moderate management capacity through its rangers - mainly for control of people - based in the Parks, but these rangers have no formal training in biological science and receive virtually no supervision or guidance from the Authority's few scientifically trained officers. The Authority has no capacity for scientific research. Because of its inadequate scientific staffing the National Parks Authority has not yet prepared management plans for all of its parks.

Other natural areas in W.A. which provide for nature conservation include vacant Crown land and the many unvested reserves under the Land Act. The Department of Lands and Surveys arranges for some minimum management (firebreaks) for these areas but they receive no real attention.



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

### 3.1.3 Recreation in natural surroundings

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

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

The Forests Department shares with the National Parks Authority a major role in recreation because the State Forest is close to population centres and has attractive natural features. Although the Forests Department has started to accept this role explicitly in recent years, insufficient resources have been devoted to it so far. It has some professional officers with post-graduate training in this field and recent forestry graduates have had some professional training for recreational use of natural areas.

The Department for Youth, Sport and Recreation has the principal government responsibility in the State for recreation in general. It does manage accommodation in areas of natural interest, mainly for the benefit of clubs who wish to enjoy such surroundings. It organises use of recreational land but does not manage it. Local authorities also participate in programmes sponsoring recreation and there are quite a large number of community recreation officers employed by them. Local authorities have the largest role in management of recreation areas for intensive use but do not usually have special arrangements for managing natural areas.

A number of boards such as those for Kings Park and Rottnest Island manage recreation areas in natural condition. Kings Park is a heavily used area, mainly in natural condition, of 400 hectares and has a small scientific staff and a field staff which appear adequate for their task. Rottnest Island is also a heavily used area of 1628 hectares. It has no scientific staff and the natural areas of the island are degraded.

The recreational use of waterways is partly provided for by the various management authorities (Swan River, Peel Inlet and Leschenault Inlet) under the Waterways Commission although

navigational control is exercised by the Department of Marine and Harbours. Management authorities are currently restricted to the Swan, Peel and Leschenault inlets and there may be a case for including south coast inlets and rivers such as the Murray and Blackwood. Currently their activities are limited because they have no control over the land adjacent to these waters.

#### 3.1.4 Water supply

The PWD and the MWA carry the main responsibility for evaluating, planning and monitoring water resources. The merger of these water supply authorities into a new integrated unit will clarify the responsibility for water resource management and the statutory establishment of the Western Australian Water Resources Council in 1982 provides a vehicle for wider community input into these matters.

Arrangements for management of water catchment areas in the State Forest are made between the water supply agency and the Forests Department and, with the possible exception of some overlap of activity, these appear satisfactory. The situation is quite different on private farm land and is not considered to be satisfactory at present.

#### 3.1.5 Mining

The principal land management activity associated with mining in public land is the restoration of mined land. Both the Mines Department and the Department of Resources Development are involved in this activity, the latter through their general responsibility for the Special Agreement Acts. The responsibilities are generally delegated to a committee - if they are accepted at all. The Mineral Sands Rehabilitation Co-ordinating Committee and the Collie Coal Mines Rehabilitation Committee have variable records of achievement, the success of which appear mainly to depend on the attitude of the miner concerned. Even the extravagant programme of rehabilitating bauxite mining pits needs much better definition of rehabilitation objectives from the Government.

In respect to some mining activities, such as at Greenbushes, there does not appear to have been any endeavour to rehabilitate the mined land at all, and apparently no government agency has been concerned.

The current situation is totally unsatisfactory. Where committees have been appointed to arrange rehabilitation they appear to have failed through a combination of lack of will, lack of clear objectives and perhaps weakness of the mining regulations or agreements in some cases.

#### 3.2. Management of private land

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

elsewhere (as with clearing controls for water supply salinity) or could seriously diminish the land resource in the future (as with action to impose restrictions under the Soil and Land Conservation Act). The Government also accepts the responsibility for technical advice on management of private land in respect to activities such as agriculture.

### 3.2.1 Agriculture

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

The Department of Agriculture carries the major government responsibilities for agriculture and provides research, advice and regulation where legislation requires it. Its resources have not kept pace with increasing demands for improved technologies which have been generated by the international costs price squeeze on agricultural exports. However, it has reallocated existing resources in an endeavour to maintain a high standard of research into production technology. The Department of Agriculture has a strong association with farmers and economic production from their land, but as a public agency it must also give priority to the long term public interest in land and soil conservation.

Recent emphasis on aspects of land management such as the effects of increasingly intensive cropping, wind erosion, and soil and stream salinity has intensified demand for further research into stable farming systems. The Soil and Land Conservation Act, administered by the Department of Agriculture, could be used to promote improved management practices; but if Soil Conservation Districts become widely established, current resources would not be able to service them either in a research or administrative capacity.

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

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



important government resource for contact with the rural population and land areas. The regional staff of the APB share accommodation with the Department of Agriculture.

### 3.2.2 Pastoral grazing

Pastoral land is held under 99 years lease from the Crown and management is by station owners or their employees. Much of the pastoral industry is under severe economic pressure due to the declining grazing resource, declining prices and increasing labour costs. Economic pressures make it almost impossible to avoid land degradation in dry seasons and management options are restricted by lack of alternatives and distances from markets. Scientific back-up lies in the Department of Agriculture. The level of research input is low in relation to the land area but this is an intrinsic problem of low productivity industries such as pastoralism.

The regulation of aspects such as stocking rates and removal of vegetation is by the Pastoral Board with its support group of pastoral inspectors and clerical officers located in the Department of Lands and Surveys. This regulation has not been effective in the past even though the initiatives it has undertaken have engendered bitter opposition from some pastoralists. A new structure has recently been adopted in which the emphasis is to be placed on monitoring the condition of the rangeland and using peer pressure as the main stimulus for improved management. This will place more emphasis on the need for scientific skills in the future and an increasing responsibility on the Department of Agriculture.

A very large proportion of the land area of the State is used for comparatively little pastoral production (compared to agriculture). It is therefore essential that the pastoral industry should be critically assessed to see whether it is causing any land degradation. The present composition of the Pastoral Board is not entirely appropriate to this responsibility because it does not have a member representing the interests of conservation.

### 3.2.3 Water supply

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

The management of these areas by a combination of the landowners' normal (farming) practices plus clearing controls and other prohibitions under water supply legislation does not seem likely to provide the best result for either party. There has been insufficient co-ordination between Agriculture, Forests and the PWD in an effort to find an overall management compromise which might be better for the landowner and water supply. Skills which are resident in the Forests Department and in the Department of Agriculture should be deployed together with hydrologists and water supply engineers to develop land management systems favourable for water supply and acceptable to the farmer.

### 3.3. Conclusions

#### 3.3.1 Duplication of activities

Most of the government agencies which actually manage public land are involved in carrying out similar functions. They thus employ the same types of staff and use the same kinds of equipment. A particular example is provided with respect to fire control. The four agencies listed in Table 3.2 all have firefighting staff and equipment and although the management objectives for land may vary between agencies, their need for knowledge of, and capacity to control, fire is common to all.

Table 3.2 Government agencies and their burning programmes and budgets for burning and firefighting.

Agency	1982			
		Firefighting Budget (\$)	Area of prescribed burn (ha)	Area under control (ha)
Forests Dept.	Prescribed	2,200,000	272,000	2,014,000
	Wildfire	2,000,000		
Fisheries & Wildlife		64,000	168	9,500,000
National Parks		106,000	10,000	4,600,000
Bush Fires Board		1,154,000	36,000	not applicable

Because wildfire is unpredictable in occurrence and severity, the need to co-ordinate all agencies involved in its control is of paramount importance.

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

#### 3.3.2 Professional staff

Good land management requires trained professional staff to understand the characteristics of the land and plan its management, and skilled operators to carry out the plans and recognise problems. Most of the types of staff are currently available in the various land managing agencies but they are unevenly deployed. If the services of key professional officers were available to all agencies they would be overstretched so it would not be satisfactory to achieve better co-ordination without increasing total staff numbers. On the other hand it would not be sensible to increase the number of specialists in separate agencies without improving co-ordination.

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

### 3.3.3 Total resource allocation

In order to distribute resources efficiently it is desirable for one manager to view a range of needs so comparisons can be made. Alternatively, if a number of small discrete units have funds allocated in isolation, there is a danger that human or historical constraints can distort the allocation. The details of resources available to different agencies are listed in Appendix 2 but in Table 3.3 some specific comparisons are shown. Because the Forests Department has a land management and a production function it is assumed in this table that 50 per cent of its staff and resources are devoted to land management.

Table 3.3 Areas, staff and expenditure for four land management agencies.

Agency	Per cent increase 1971 - 1982		1981/82 expenditure in \$ per ha managed		1981/82 staff number per 100,000ha managed	
	Area	Staff				
Wildlife	213	55	0.24	(2.9)*	0.8	(9.6)*
National Parks	198	87	0.69	(2.7)*	2.2	(8.8)*
Forests **	10	29	7.4		30.8	
Kings Park	0		4000		22500	

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

\*\* 50 per cent of 1982 staff and expenditure.

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

### 3.3.4 Research

Research is a major activity for the Department of Agriculture. No attempt has been made to assess the adequacy of this although the size and importance of the State's agriculture obviously warrant a major research input.

In contrast, research in the bodies responsible for managing public land is either a lower priority activity, as in the Forests Department, or is not carried out at all - as in the National Parks Authority. Research into the component resources of natural land is the first requirement for good land management. Current research capacity for land management exists in the Department of Fisheries and Wildlife (8 research officers) and the Forests Department (20 officers with research duties). This is insufficient to provide the basic ecosystem information for management programmes, quite apart from the need for specific research on rare or important plants and animals.

### 3.3.5 Regional services

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

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

## CHAPTER 4

### Proposed Land Management Department

#### 4.1 Introduction

The previous chapter indicates the overlap of activities and responsibilities and the imbalance in the resources allocated to individual agencies. The efficient deployment of resources is constrained by inter-departmental barriers despite a number of formal and informal arrangements which have attempted to surmount this problem.

The Task Force believes that the total resources allocated to land resource management are inadequate: nevertheless we believe that more efficient deployment of resources can occur only with an improved structure and organisation of land management agencies.

We therefore propose that the existing agencies currently involved in natural land management be amalgamated to form a single Land Management Department.

#### 4.2 Objectives

The Land Management Department would:

- Manage public land assigned to its care according to the objectives and strategies laid down in management plans.
- Manage in a conservative way unvested reserves and vacant Crown land, which are unlikely to be dedicated for a specific purpose for some time, in order to preserve options for the future.
- Manage and study wildlife of Western Australia whether on public land or elsewhere.
- Carry out such research as is necessary in order to effectively fulfil its land management responsibilities.
- Provide expertise on land management, wildlife management, silviculture, and other disciplines it may possess to other government agencies or members of the public as the public interest requires.

#### 4.3 Land resources for which the Land Management Department would be responsible

Although the terms of reference of the Task Force refer to the south-west of the State, many of the agencies concerned with land management have responsibilities outside this area. We believe the new Land Management Department would have the expertise, and would be the appropriate body, to undertake the management of public lands in natural condition throughout the State.

It is proposed that the Land Management Department would be responsible for the management of the following public land categories:



- State Forest
- National Parks
- Nature reserves
- Unvested reserves
- Vacant Crown land in natural condition
- Regional parks.

#### 4.4 Components of the proposed Department

The proposed Department would be formed from existing government departments or agencies. The proposed components of the Department are listed below:-

<u>Component</u>	<u>Previous Department</u>
Forests Department	
Wildlife Research	Fisheries and Wildlife
Nature Reserves management	" "
Wildlife management	" "
National Parks Authority	
Herbarium	Agriculture
Indigenous fauna and feral animal research	Agriculture Protection Board
Bush Fires Board	Lands and Surveys
Land Management (of Crown Lands) Branch	" "
Land Use Research and Investigation Branch	" "
Waterways Commission	
Kings Park Board	Lands Department
Rottnest Island land management	Rottnest Island Board

The agencies listed above include a number of staff who should, in the opinion of the Task Force, be in the Public Service but who are currently employed under other conditions. Permanent officers employed under the Forests Act and others in the Agriculture Protection Board (APB), the Waterways Commission, and the Kings Park Board should all be able to be incorporated into the Public Service without difficulty.

A more difficult situation exists for rangers in the National Parks Authority. The Task Force firmly believes that, because of their dedication and the nature of their work, the rangers should be salaried officers in the Public Service. However, the eligibility, terms and conditions would have to be fully discussed with the rangers themselves and their Union.

Numbers of staff who would be involved in the proposed amalgamation are listed in Appendix 4.

#### 4.5 Reasons for the proposed inclusion of component agencies

##### 4.5.1 Forests Department (Appendix 2.1)

The State Forest is a major resource for nature conservation and recreation as well as timber production. It was proposed to the Task Force that the apparent conflict between these functions could only be resolved by allocating those areas designated for conservation and recreation priority use to a separate organisation.

The Task Force considers this proposition to be impracticable. The duplication of professional skills and administrative structures that this would entail would be grossly inefficient. In addition, the co-ordination of activities at the boundaries of the different priority areas within State Forest would be difficult if they were managed by separate authorities.

The Forests Department has more resources for implementation of management and a larger range of land management skills than most of the other agencies studied, has an existing structure which permits servicing of land managers (administration, mapping, transport), and is regionally deployed.

The Task Force acknowledges that the overall allocation of resources to land management needs to increase in the longer term. Given current constraints on government expenditure and the need to allocate any additional resources efficiently, we believe that significant improvements in land management in areas currently grossly neglected (e.g. National Parks) can be achieved by re-allocation of resources from the State Forest to these areas. We are confident that such a re-allocation can be achieved without a serious depletion of the quality of management of State Forest. As additional resources become available such resources would be more efficiently allocated to a single organisation.

The Task Force is aware of the concern expressed by some individuals and organisations that in the past the Forests Department has not given appropriate recognition to land use activities other than timber production. The Task Force has no doubt that officers of the Forests Department will be as conscientious in protecting conservation and recreation areas as they are in managing timber production areas if clear policy objectives are defined. We are confident that our proposals for the structure and administration of the proposed Land Management Department will ensure that policy development and implementation will fairly reflect the community's requirements for management of public land.

#### 4.5.2 Wildlife Research (Appendix 2.3)

The Wildlife research unit of the Department of Fisheries and Wildlife represents a major resource of scientific research capacity available to service natural land management in Western Australia. The incorporation of this group into the Land Management Department would ensure that its unquestionable scientific skills can be applied over all public land. Conversely its overall capacity to undertake research will be improved by availability of the logistical support systems (for example, fire fighting equipment) necessary to carry out the research and by closer interaction with research officers in other agencies which are undertaking land management research.

#### 4.5.3 Nature Reserves Management (Appendix 2.3)

This is the group in the Department of Fisheries and Wildlife which is already engaged in natural land management - managing nature reserves. It is grossly understaffed relative to the area that it is required to manage. The group has a significant component of professional skills but has few regionally deployed field staff.

In comparison, the National Parks Authority has greater regional deployment of staff for on the ground management but less professional skills.

The Task Force believes that the proposed regional system of administration (see below) will allow a rational disposition of staff and provide the logistical support necessary for more efficient reserve and National Park management.

#### 4.5.4 Wildlife Management (Appendix 2.3)

This activity in the Department of Fisheries and Wildlife is referred to as Wildlife Investigations. It is basically an inspectorial and regulatory activity. Because the proposed Land Management Department will have staff spread widely over the State it will be efficient if it carries the responsibility for wildlife protection. The many field officers of the new Department will add greatly to the observation and inspection which is possible, while the greater total size will enable more continuous servicing of offices for minor public administrative matters.

#### 4.5.5 National Parks (Appendix 2.2)

The National Parks Authority is deficient in terms of resources, structure and organisation. The dedication and enthusiasm of its staff is obvious. It has, however, only a skeletal capacity to undertake scientific research and to develop management plans. This is despite the fact that the Western Australian National Parks system is of major significance to the tourist industry of the State.

There are obvious mutual benefits from interagency co-operation and co-ordination which have not been fully exploited. For example, at present the distinction between nature reserves and National Parks is that the former are for nature conservation and the latter are for conservation and recreation in natural surroundings. This distinction is artificial in respect to many reserves.

Currently the Department of Fisheries and Wildlife's management aims include increased use by the public where this is appropriate. Conversely the most important flora conservation reserve in south western Australia is the Fitzgerald River National Park. The existing degree of co-ordination and sharing of resources between the National Parks Authority and the Forests Department where they have adjacent boundaries is also limited. The problem would be compounded if the two major areas within State Forest which have been proposed to be managed as if they were National Parks (i.e. the Shannon Basin and Murray Valley) were to be managed by a separate organisation from the surrounding forest.

#### 4.5.6 Herbarium (Appendix 2.10)

This group, currently located in the Department of Agriculture, includes 10 taxonomic botanists and supporting staff. Its task is to collect, identify and publish records of the flora of Western Australia and current emphasis is on preparation for publication. The work of this group relates much more closely to natural land management and wildlife (flora and fauna) conservation than agricultural production.



The relocation of the Herbarium into the Land Management Department will make the skills of its officers more accessible to land managers without detracting from its primary function. The long term future of the Herbarium may lie with the Museum but while there is still so much biological survey work required there is an advantage in its inclusion in the Land Management Department.

#### 4.5.7 Indigenous fauna and feral animal research (Appendix 2.11)

This section of the Agriculture Protection Board is concerned with research into the control of feral animals and the proper management of indigenous pest animals (mainly dingoes) interfering with agriculture. Kangaroo management is mainly investigated by the Wildlife Research section of the Department of Fisheries and Wildlife but there are co-operative activities between the APB and the Department of Fisheries and Wildlife.

There is considerable interaction between pest animal management and public land management. The mobility of the animals investigated, which enables them to move from natural areas to farmland and vice versa, is one reason why farmers are not always sympathetic to reserves in natural condition.

It is logical to incorporate this small group into the proposed Land Management Department. This would not reduce its capacity to meet its current objectives but it would result in greater co-ordination and enhance the research capacity of the new Department.

#### 4.5.8 Bush Fires Board (Appendix 2.6)

The proposed Department is a natural locale for this activity as it would then contain all the Government fire-fighting capacity in country areas and the co-ordinating activity of the Bush Fires Board.

Its incorporation in the new Department would further improve the Bush Fires Board's already demonstrated capacity to co-ordinate activities between government agencies, local government and community groups.

#### 4.5.9 Waterways Commission (Appendix 2.8)

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

It functions under the Environmental Protection Authority but has no formal link with the Department of Conservation and Environment. Its function is to manage such rivers, inlets and estuaries as are declared by the Governor on the recommendation of the EPA. Currently these are the Swan River, the Peel Inlet and the Leschenault Inlet. Because it is a management authority with a responsibility to preserve and enhance environmental quality and amenities it has interests in both conservation and recreation. Its inclusion in the Land Management Department - with its existing Authorities as advisory committees - seems logical and provides a clear channel for supervision of actual waterways in natural

areas. It would also provide for direct access to land management skills and for co-ordination of the activities on public land adjacent to waterways with waterways management.

#### 4.5.10 Kings Park Board (Appendix 2.5)

Kings Park has a significance greater than its 400 hectares would suggest which results from its historical background - its reservation commenced in 1872 - and its central location. It has also played a wider role in relation to indigenous flora than merely the management of its own area. It has both scientific and ground management staff. Its functions are similar to those in the more intensively used National Parks and it should logically be merged into the new Department although no reason is seen why it should not retain its Board as an advisory committee.

The incorporation of the staff into the new Department would expand the professional research capacity of the new Department and provide a broader career structure for the Kings Park staff. The Kings Park Board has at various times indicated that it would be desirable to establish another botanical garden in heavier forest soils. Inclusion in the Land Management Department should provide the opportunity for this. The professional staff of the Board have traditionally extended their activities beyond Kings Park and would be a useful addition to the flora research capacity of the new Department.

#### 4.5.11 Rottneest Island land management (Appendix 2.7)

Rottneest Island is quite different from the other agencies in that the Board and the staff run a major commercial tourist operation. This activity does not coincide with the interests of the new Department. On the other hand the Rottneest Island Board carries the responsibility for managing the natural area of the Island (1628 hectares) which contains many landscape and wildlife features of interest. Although the Board has a large staff it does not employ any scientifically trained personnel and relies on voluntary contributions from various people for scientific advice. The Island landscape and vegetation is quite seriously degraded although the Board staff have made substantial efforts towards revegetation. It is suggested that the new Department be made responsible for the management and planning of natural areas of the Island and be required to supervise the implementation of such plans. The Department should also continually advise on the impact on the natural environment of any other developments proposed for the Island.

#### 4.5.12 Department of Lands and Surveys - land management (Appendix 2.4)

Reviews of the structure, organisation and functions of the Department of Lands and Surveys have been carried out prior to the initiation of the Task Force. These proposals are currently being reviewed by the Government.

The Task Force believes that in addition to the administration of the Bush Fires Board the functions and staff proposed for -

- management of Crown land, and
- land use research and investigation

would be more appropriately located in the proposed Land Management Department.

The support group for the Pastoral Board would be more appropriately located in the Department of Agriculture, with its expertise in rangeland management.

The Department of Lands and Surveys does have a large clerical staff involved in land administration activities and a very large staff of cartographers. It is suggested that a careful assessment of the future functions of the Department of Lands and Surveys may enable some staff, whose functions are appropriate, to be transferred to the Land Management Department to strengthen its planning and mapping capabilities. Depending on subsequent examination of the proposal for an estate of public land it may also be necessary to transfer staff and functions to administer such public land in the Land Management Department.

#### 4.6. Proposed structure and functions of the Land Management Department

An outline of the structure of the proposed Land Management Department is shown in Figure 4.1. We discuss below the major structural components of the new Department in relation to their functions.

##### 4.6.1 The Commission

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

The Task Force favours the concept of a Commission because of the need to ensure that land management policy for public lands considers the views of a broad range of interest groups.

It will be the responsibility of the Commission, working with the directors of the policy-making Divisions of the Department to co-ordinate the activities of these Divisions in order to obtain coherent and practicable policies for implementation by the Operations Division. Co-ordination of policies and activities will be of particular importance in those areas of the public estate which have multiple uses.

##### 4.6.2 Major Policy Divisions

The new Department would have three major Divisions reflecting the major broad categories of land use that are currently practiced on public land - Recreation, Timber Production and Conservation. Each Division would be led by an Assistant Director with a specialised staff group having skills appropriate to the activity of the Division.

Each Division would have a corresponding advisory body whose composition would reflect community interests in the particular activity. These advisory bodies would replace the National Parks Authority and the Western Australian Wildlife Authority. One of the functions of the specialist divisions would be to provide a technical and administrative support service to the respective advisory committees.

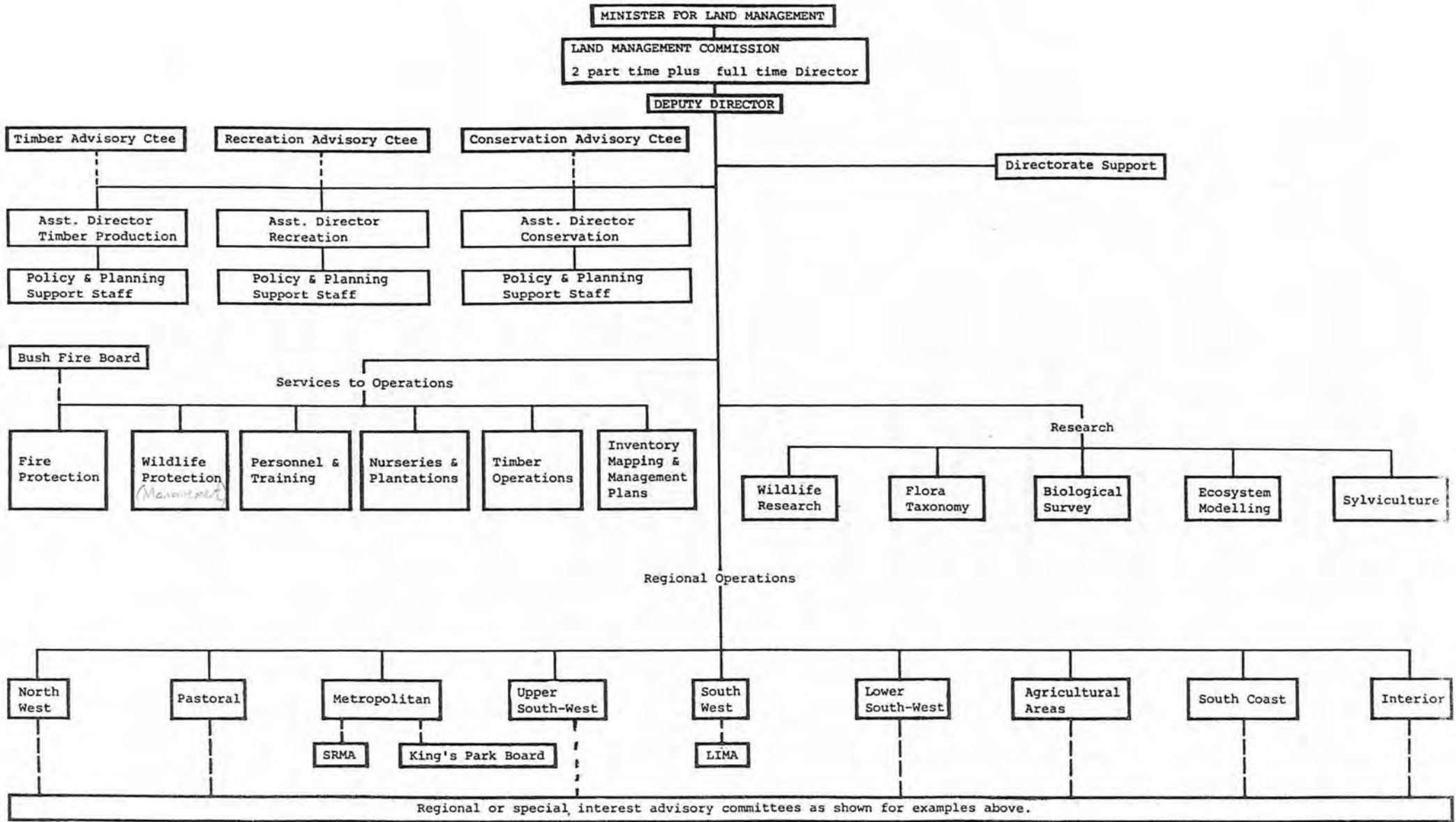


Fig. 4.1 CONCEPTUAL OUTLINE OF PROPOSED STRUCTURE OF LAND MANAGEMENT DEPARTMENT



### The Division of Timber Production

The function of this Division would be to maximize production and utilization of timber and develop procedures for efficient harvesting of timber on areas designated for timber production priority within the public lands vested in the Land Management Department.

It would be responsible for the development of management plans in consultation with its advisory committee, utilization and harvesting research, and liaison with the timber industry.

It would not be desirable for this Division to have responsibility for ensuring that the State's timber needs are met. Such a task could too easily put unreasonable pressures on good forest management. The Task Force recommends that a small group be established, probably in the Department of Resources Development, to plan for timber requirements for the State from State Forest, private forests and imports. This same group should have the responsibility for assisting the timber milling industry to find wood resources and for the commercial arrangements for the sale of logs. The Land Management Department would advise on the availability of timber from the forest but would not be responsible for providing the State's needs.

### The Division of Recreation

A main function of this Division would be to maximise the potential for recreation in areas designated for recreation priority within the public land vested in the Land Management Department.

It would be responsible for the development of management plans in consultation with its advisory committee, and for developing formal mechanisms for interaction with users.

This Division would also have a general responsibility for ensuring that recreational activity on all land vested in the Land Management Department was provided for and was compatible with other priority uses.

### The Division of Conservation

This Division would be responsible for wildlife protection and management policies throughout the State. Its other primary function would be to develop policies to maximise the conservation potential of areas designated for conservation priority within the public lands vested in the Land Management Department.

It would be responsible for the development of management plans in consultation with its advisory committee and the promotion of conservation in the community.

The Task Force believes that the formation of three separate policy development divisions within the new Department, each with advisory committees, will be one of the major factors ensuring that each activity in the public estate is assured of equal emphasis.



#### 4.6.3 Operations

The major feature of the proposed Department and its largest component is the Operations Division. The Task Force believes that it will only be possible to achieve rational and efficient deployment of the resources available for land management and maintain equitable resource deployment to major land management activities by integrating operations in regional centres. At each regional centre there would be a single team whose major function would be to implement the management plans developed by the specialist policy divisions of the Department.

#### Suggested Regional Centres

To illustrate the potential for rational organisation of the existing agencies into a single organisation, we have compiled a list of possible regions, each of which contains centres with staff and facilities from at least one of the agencies presently concerned with land management.

---

Suggested Regions	Current Centres with staff and facilities concerned with land management
North West Region	Kununurra, Wyndham, Karratha
Pastoral Region	Geraldton, Carnarvon, Mt. Magnet
Metropolitan Region	Como, Wanneroo, Yanchep, Mundaring
Agricultural Region	Narrogin, Pingelly, Katanning, Moora, Wongan Hills
Interior	Kalgoorlie
Upper South West	Dwellingup, Mandurah, Jarrahdale, Harvey
South West	Bunbury, Collie, Busselton, Kirup Nannup
Lower South West	Manjimup, Pemberton, Walpole
South Coast	Albany, Esperance

---

Each of the regional centres, by the nature of their location, would be concerned with different priority land uses although all to varying degrees would have a multi-purpose management function. Thus for example the Manjimup region would have a major input into timber production although recreation and conservation activities would also be of high priority. In Albany, National Park and conservation reserve management would be the major preoccupation although servicing the needs of farmers for advice on tree planting would also be important. At Narrogin the centre would primarily be concerned with conservation reserve management and providing an

advisory service to farmers for tree planting and natural vegetation management on farms.

The resources of each regional centre would reflect the priority the State places on land management in that region. The composition of the skilled staff would also depend on the particular activities in that region.

In large regional centres (e.g. Bunbury) with a range of land use activities there would be professional officers with skills appropriate to each of the three broad categories of land use activity represented.

Regardless of the size of the regional centre each region would have backup from the three specialist policy making Divisions and the Service Divisions of the Department (Research, Inventory etc.)

#### Regional Advisory Bodies

The Task Force believes that the acceptance by local communities of land management practices on public land is essential. We believe this can be achieved by the location of the officers responsible for management in the region, and the establishment of regional or district advisory committees whose composition would reflect the interests of the communities concerned.

The existing local advisory committees and authorities which have been responsible for advice on National Park and river (estuary) management (for example LIMA and PIMA) could continue to function in this role but could be developed to encompass a broader land management brief.

#### 4.6.4 Service Divisions

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

#### Research

The fundamental prerequisite to good land management is an understanding of the processes involved in the ecosystems that are being managed. In W.A., as in most parts of the world, our understanding of ecosystems processes is inadequate. The current resources which are being deployed to develop this understanding are inadequate and realistically will remain so for some time. It is therefore essential that the resources that are available are deployed in the most efficient way.

The Task Force believes that there are very significant advantages in incorporating the current research programme on land resources into a single organisation:

- given the relative scarcity of resources and the funds needed to provide the logistical support for research it is essential that there is no duplication of effort on research;
- any land management problem requires the skills of a variety of disciplines and consequently it is of considerable benefit to have these skills directly available to the management agencies;
- land management research is by its nature interdisciplinary, and the concentration of research in a single organisation will promote interdisciplinary projects and a team approach;
- land management research often requires logistical support (for example, fire management research) and this support can not readily be made available unless the research is conducted within the framework of the organisation which can provide that support.

Although the Task Force has emphasised the value of integrated research activities and the value of having the research group available for advice on land management plans it is also aware that the servicing of land management planning would place heavy demands on wildlife research staff.

The Task Force recommends that the wildlife research group (currently in the Department of Fisheries and Wildlife) be reinforced by at least doubling its current staff through recruitment of research biologists and technicians. This action should be taken immediately and the impact of subsequent demands of park management planning on wildlife research should be kept under review.

#### Inventory and Mapping

One of the most important tools of the land manager is the ability to document and have ready access to the characteristics of the land area he is managing. There has been a major constraint on the development of effective land programmes because resources have not been available to establish the data base and in areas where data has been collected it has not been possible to manipulate it.

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

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

## Training

One of the most important factors determining whether land management is carried out effectively is the competence of the staff responsible for implementation of management on the ground. During the period in which it has been undertaking this study the Task Force has had the opportunity to speak to representatives of staff of almost all of the agencies proposed for inclusion in the Land Management Department. We have been consistently impressed by their dedication and enthusiasm.

The capacity of the existing organisations to provide in-service training varies between agencies but in some areas it is seriously deficient. For example, the National Parks Authority has recently appointed a training officer who has no funds to implement a training scheme. The formation of the new Department will in itself necessitate retraining of existing staff and ongoing training programs would be essential.

The amalgamation of the existing land management agencies into one organisation would permit the development of a comprehensive training section. The Forests Department's current training system, which is based on the Bunbury College of Technical Education, could easily be expanded in content and size to service the new Department.

### 4.6.5 Specific functions of the Department

#### Preparation and implementation of management plans

As stated in the Objectives of the Department (Section 4.2) public land would be managed according to the objectives laid down in management plans.

Where management plans have already been developed, management would continue in accordance with these plans. Thus where there are current management plans for National Parks they would be implemented to ensure that the purpose for which the parks have been dedicated is realised.

The Department would be responsible for the preparation of new management plans for those areas under its responsibility for which there are no current plans. Because of the area and amount of planning involved, priorities for the preparation of plans will have to be assigned. In the absence of plans for an area it should be managed in accordance with its dedicated purpose or in such a way as to preserve its options for future use.

#### Classification of the land resource

There have been criticisms of the land classification system employed in this State. With all of the public estate of natural land under the responsibility of one agency, there would be an excellent opportunity for the examination of classifications and their rationalisation into a system which would more accurately reflect management objectives. Such classification would, of course, be subject to public review.



This would be an on-going function of the department.

#### Rehabilitation of mined lands

Chapter 3 (Section 3.1.5) referred to the problems of rehabilitation of mined lands. Where mining occurs on land vested in the Land Management Department, that Department should retain the responsibility for setting objectives for the rehabilitation and future management of the area. The Department will also have the expertise for the implementation of rehabilitation measures.

The Department would exercise the same responsibility over other land requiring rehabilitation, such as eroded coastal areas and some catchments.

#### Catchment Management

One of the State's most important resources is water. The Task Force acknowledges that it is essential that the responsibility for planning for future water requirements and monitoring of water quantity and quality remains with the water authority.

We believe, however, that the Land Management Department has a specific role in catchment management. Accordingly we propose that land purchased for catchment protection be vested in the Land Management Department. The responsibility for implementing catchment management procedures (eg. tree planting, thinning etc.) should reside in the Land Management Department. The Department should also have a role in providing technical advice to farmers located in water supply catchments on management of natural vegetation and tree plantations.

#### 4.6.6 Public involvement

Public involvement in the policies and strategies of the Land Management Department would be through two mechanisms:

- advisory committees
- management plans

#### Advisory Committees

As stated previously (Section 4.6.2) each of the policy-forming Divisions of the Department will have an advisory committee appropriate to its functions. These bodies would replace the National Parks Authority (Division of Recreation) and W.A. Wildlife Authority (Division of Conservation) and would ensure representation of special interest groups. A similar advisory committee would be formed to assist the Division of Timber Production.

In the regional centres, advisory committees would be based on the existing bodies such as the Management Authorities for the inlets, the various National Parks advisory committees and the regional advisory committees appointed under the Bush Fires Act. They would be broadened as necessary to include various land management interests such as conservation, fire control, recreation and local landowners and users.

### Management plans

Draft management plans for land under the control of the Land Management Department would be released for public comment. The final plan - prepared by the Department and taking account of public comments - would be forwarded through the Land Resource Policy Council (see Chapter 5) for approval by the Government.

Proposed alterations to management plans would need to be advertised and public comments sought. The process would be similar to that employed for Town Planning Schemes.

Land Use Policy and Co-ordination

5.1 Introduction

We anticipate that if our recommendations on rationalisation of government departments concerned with land management (Chapter 4) are adopted, interdepartmental co-ordination will be improved simply because there will be fewer government agencies to co-ordinate. We are also optimistic that the implementation of our recommendations concerning land use planning and control in rural areas (Chapter 2) will reduce land use conflict. It would be unrealistic, however, to expect that these measures in themselves will resolve the problem of co-ordinating Government activity or eliminate land use conflicts associated with major development projects. Ultimately conflicts in land use and policy differences between government departments have to be resolved by Cabinet. Currently, however, there is no satisfactory forum in which the issues can be examined and the implications of the alternatives presented for final decision by Government.

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

In the absence of any formal mechanism to achieve overall policy co-ordination, various committees or councils at various levels of government have been formed by different government agencies in an attempt to achieve this co-ordination (Appendix 1). The committee which has come closest to this function has been the Planning and Co-ordinating Authority. This is a committee of the Department of Resources Development convened and chaired by that Department to co-ordinate developments and ensure provision of infrastructure and is thus oriented to that particular purpose. Another sectional interest group, the Water Resources Council, is currently proposing to expand its brief to consider the impact of water resource development on other land uses. This recognises that it is not sensible to consider even such an important resource as water in isolation. However, even if the Water Resources Council does take into consideration alternative land uses it is unlikely that this body will be able to achieve a consensus with other major competitors for land given its brief for water resource development.

At the middle level of management numerous committees have been formed to deal with administrative or technical aspects of land resource management and administration, such as the Mining and Management Planning Liaison Group (which evaluates 5 and 25 year bauxite mining plans) and the Research Co-ordinating Committee (co-ordination of land resource research). A number of these committees have been successful but others have failed and there are instances of duplication of the objectives of committees.

Even where individual committees have clearly separate functions they are all concerned with land resource management and administration and there is currently no mechanism to ensure that the committees' activities are co-ordinated.

## 5.2 Proposed Land Resource Policy Council

The Task Force is conscious of the fact that it may appear incongruous to propose the formation of yet another co-ordinating committee to resolve the problem of the multiplicity of committees. It is inevitable given the multifactor nature of land resource management and administration, that mechanisms must be provided for interdepartmental co-ordination. Recognising this, the Task Force proposes the creation of a Land Resource Policy Council (LRPC) which will minimise the number of committees and ensure that they are co-ordinated. The specific functions of the Land Resource Policy Council would be -

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

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

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

2. To initiate land use policy for consideration by the Government and to evaluate new proposals for land use referred to it by the Government.
3. To evaluate and make recommendations to the Government on the consequences of land resource management plans developed by individual agencies which impact on other State resources.

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

4. To review and co-ordinate the activities of Councils, Boards, Authorities and interdepartmental committees formed to deal with specific land use and management issues.

A major function of the LRPC would be to participate in the rationalisation of the current system and to review any proposal to form new committees to ensure that they did not duplicate existing arrangements. For example, the Mining and Management Planning Liaison Group evaluates 5 and 25 year bauxite mining plans and has recently had its brief expanded



to include an evaluation of the potential conflict between proposed System 6 reservations and bauxite and timber resources. Although there are limits to the capacity of such committees the Task Force believes that it will be possible to incorporate the activities of a number of these committees into fewer bodies. By locating these committees and councils under the umbrella of the LRPC it will ensure that their recommendations are placed in the context of the objectives of all relevant government agencies and Government policy.

5. To co-ordinate land management research.

The amalgamation of a number of land management agencies into one new Department will improve research co-ordination. However, it would be impossible to provide all the disciplines required for effective land management research in the one government agency. For example, one of the most serious land management problems confronting the State is stream salinisation. An effective research programme on stream salinisation must include input from the Water Authority, the Land Management Department and the Department of Agriculture. Similarly, because most soil erosion is on farming land the Soil Conservation Service is in the Department of Agriculture but, nevertheless, its expertise is needed at times in other areas. Various attempts have been made with varying degrees of success to develop a co-ordinated research approach to stream salinity and other similar research problems. These have had only limited success, however, because the individual departments concerned have seen priorities for work in terms of their own department's objectives and responsibilities.

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

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

While there are many advantages in having regional land use plans prepared by a body such as the proposed Bunbury Regional Planning Authority (Chapter 2), the full effectiveness of this system relies on these plans being in general accordance with State-wide plans and with government policy. The Land Resource Policy Council would be responsible for reviewing regional plans to ensure that there was no conflict with government policy.

7. To review proposals for allocation of land from the public estate to specific government agencies and the private sector.

It is proposed that decisions on land allocation will be primarily the responsibility of the agency in which the land is vested. If our proposals are accepted most public land will be vested in the Land Management Department. Where questions over reallocation of land are to be resolved, the Land Resource Policy Council will act as an arbitrator.

5.3 Proposed structure and organisation of the Land Resource Policy Council

It is proposed that the Land Resource Policy Council would consist of ten ex officio members representing the following Government Departments -

Department of Premier and Cabinet  
Department of Lands and Surveys  
Department of Agriculture  
Water Authority  
Land Management Department  
Department of Town and Country Planning  
Department of Conservation and Environment  
Department of Resources Development  
Mines Department  
Department for Youth, Sport and Recreation

And 5 members from the following organisations -

Primary Industry Association  
Confederation of Western Australian Industry  
Conservation Council of Western Australia  
Royal Society of Western Australia  
Local Government Association

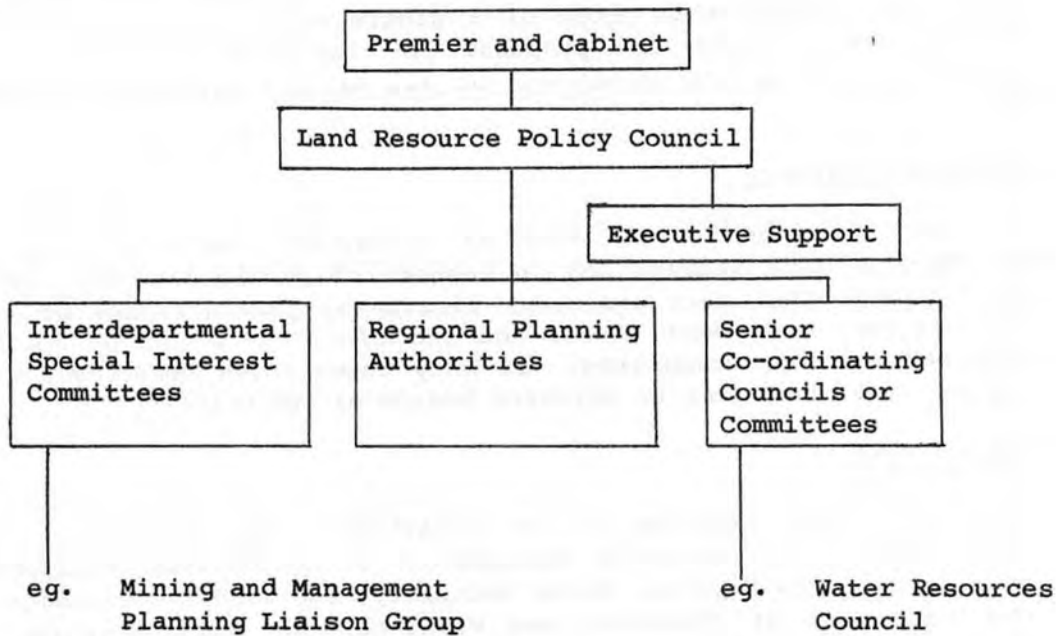
The Chairman of the Land Resource Policy Council would be the Director General of the Department of Premier and Cabinet and the Council would be serviced by a small executive support group located within the Department of Premier and Cabinet, or alternatively in the Land Management Department.

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

If the Government adopts at any future time the proposal of the Gorham Report for a State Co-ordinating Council, then the Land Resource Policy Council could fit in as one of its sub-groups. This will be further discussed in the final report of the Task Force.

Technical servicing of the LRPC would be provided primarily from the Land Management Department but also would be available from the Department of Agriculture and the Water Authority.

The existing co-ordination committees which have been set up to deal with specific land use or management co-ordination problems such as the Planning and Co-ordinating Authority, the Water Resources Council, and the Mining and Management Planning Liaison Group would report to the Land Resource Policy Council.



**Figure 5.1** Relationship of Land Resource Policy Council to Government and other Government committees.

## CHAPTER 6

### Implications of Task Force Proposals.

#### 6.1 General

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

#### 6.2 Public involvement

The Council is to be one means of consulting community interest, but this is also allowed for in respect of public land management through two other main avenues: firstly by public review of land use and land management plans, and secondly by a series of special interest advisory committees. In many cases these committees will replace and be similar to existing boards or authorities.

#### 6.3 Public land

The Task Force proposes a new department, the Land Management Department, to be formed by amalgamation of the Forests Department, the staff of the National Parks Authority, the wildlife elements of the Department of Fisheries and Wildlife, and other agencies as listed in Chapter 4.

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

The new Department would be responsible for the management of existing National Parks, Nature Reserves, State Forest and Timber Reserves, other reserves for conservation of flora and fauna, unvested reserves and vacant Crown land. These can be considered as a unified "estate" of public land. The new department would assume the statutory responsibilities of the existing departments which go to form it, including that for conservation of flora and fauna throughout the State.

We do not propose that there should be changes in the security of purpose and tenure of the various components of the estate at this stage, so that little new legislation should be needed. The proposed review of the dedicated purposes of public land in natural condition, including that vested in local authorities would facilitate the preparation of management plans by more clearly defining management objectives.

Groups with special interests in national parks, timber production and nature conservation will all be concerned in case their interests should suffer in the amalgamation. The proposal for



appointment of senior officers and advisory committees to develop policies for each of these interest areas will help to alleviate that concern. However, there will be a continuing need to see that balance is preserved between the various management objectives.

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

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

An immediate equalisation of existing resources over all public land management needs would result in inadequate staffing and management of the forest and inappropriately trained and experienced staff in many areas.

#### 6.4 Private freehold and leasehold Land

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

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

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

#### 6.5 Regional organisation

The merging of the Forests Department, National Parks Authority and elements of the Department of Fisheries and Wildlife will in itself provide an opportunity for more efficient deployment of staff at the regional level and for their support with planning,

information, research and other services. The new Department will also have interests in common with the Department of Agriculture, the Agriculture Protection Board and the remaining Fisheries element. They are concerned with natural land systems and ecosystems, they have staffs with similar backgrounds, and they all have regional offices.

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

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

#### 6.6 Town Planning Department

If the Task Force proposals for land use planning in rural areas are accepted, then the Town Planning Department will have to adopt additional responsibilities. It will therefore need additional staff capable of dealing with rural land resources and planning problems, and to change its name and organisation to fully reflect its new responsibilities. The Task Force considered the advisability of a separate Country Planning Department but favoured a Town and Country Planning Department in which a new senior appointment, perhaps a Deputy Commissioner, would provide a focus for country planning. This Department would service Regional Planning Authorities and advise and review Local Government planning. There may also be a need for some corresponding changes to the Town Planning Board.

A very significant "country" planning activity involves coastal land. This planning activity has been carried out by the Department of Conservation and Environment because it was so badly needed, but this function should be transferred to the re-organised Town and Country Planning Department.

#### 6.7 Department of Fisheries and Wildlife

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

There are at least two options for the remaining Fisheries element. It could join Agriculture, to form a Department of Primary Industry, or it could readily form a smaller discrete department, especially if reinforced with marine research staff from the Department of Conservation and Environment, making it a Department of Fisheries and Marine Resources.

#### 6.8 Forests Department

It has been implicit in this report that some of the advantages arising from our proposals lie in the redistribution of staff and resources from the well endowed Forests Department towards National Parks and nature conservation elsewhere in the State. This raises the question as to whether substantial numbers of staff (wages, field or professional) will need to be transferred to meet the objectives of our proposals.

We do not believe that this would be necessary or desirable. Some redistribution of resources away from current Forests Department responsibilities will happen in several ways. Present staff are likely to welcome responsibility for better ground management input into national parks and nature reserves in areas where Forests Department staff are already located, such as the northern jarrah forest park, the Shannon Basin and South Coast Parks, the Leeuwin - Naturaliste National Park and the Lake Muir nature reserve. Existing Forests Department staff and facilities will contribute expertise and resources for the whole State, for example for fire control. The Task Force believe that some Forests Department staff will be interested in participating in some of the wider activities of the new Department and will apply for transfer to the new areas and this will create another channel for redistribution of current resources.

#### 6.9 National Parks Authority

An effect of our proposals is to remove the need for the Authority itself, replacing it with an advisory committee. The national park interest will, with the support of this committee, and through the directorate of the Land Management Department, be in a stronger position to put its case for funding than at present; it is now funded virtually as a branch of the Department of Conservation and Environment. It will have available to it all the support services (administrative, research, information and planning) of the new Land Management Department.

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

#### 6.10 Department of Lands and Surveys

The Department of Lands and Surveys is affected by our proposal that the Land Management Department should manage vacant Crown land and unvested reserves, and should advise on the transfer or alienation of such land. In addition we have proposed relocation of the Bush Fires Board to the Land Management Department, and the



support group for the Pastoral Board to the Department of Agriculture.

The Department of Lands and Surveys is currently under review by the Functions Review Committee, which is aware of our proposals.

#### 6.11 Department of Conservation and Environment

The Department, encouraged by the Environmental Protection Authority, has entered the field of land use planning and management through its work in the coastal zone, and in development of proposals for new parks and reserves throughout the State. Its staff has also played a leading part in the co-ordination of research on land and marine resource management. Nevertheless it is not a land use planning authority, a land manager, nor a research organisation. It has adopted these roles in order to fill gaps in the State's system of planning and management, and in the absence of powers for pollution control in the present Environmental legislation, which is now under review. It would be more effective in environmental protection, pollution control and as an independent advocate of conservation in land use, if it did not have these responsibilities in planning and research.

Implicit in our proposals for an effective Department of Town and Country Planning is the need for staff reinforcement in rural land use planning. Also, the Land Management Department will require strengthening and co-ordination of research on natural land resources and ecosystems. Even where estuaries and marine embayments present environmental problems, the solutions are often to be found in management of adjoining land. Consequently, some redeployment of staff from the Department to the other two agencies should be considered.

#### 6.12 Department of Agriculture

Although the Task Force has only specifically recommended the transfer of the Herbarium from the Department of Agriculture, it is quite broadly and significantly affected by our proposals and is likely to need additional resources if they are accepted. This is not surprising, since nearly 8% of the land area of the State is farmland, and the pastoral leases occupy about 38%. For both of these, the Department exerts an indirect influence on management through its capacity to advise and control and to develop new management techniques through its substantial research capacity.

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

Further, we have suggested that the powers of the Commissioner for Soil Conservation, together with good land use planning at local and regional levels, could be a powerful means of controlling land use management in other sensitive areas such as the coastal zone, or



areas with long term water supply potential where prohibitions involving costly compensation payments are not feasible. A telling example is the northern Darling Range between Walyunga and Toodyay which is largely in private ownership, under pressure for subdivision, with substantial recreation and conservation potential, and a water resource which, though already damaged to some extent, still needs protection.

The Department also has skills and expertise in land evaluation and classification for use, and is already consulted by planning authorities. This will be an increasing demand if our planning proposals are accepted. Even if it is argued that such skills should be acquired by the Town and Country Planning Department (and we believe that they should), the Department of Agriculture must wish to remain involved, since town and country statutory planning is the means by which loss of good farm land to urban development is to be controlled.

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

#### 6.13 Legislation

Inevitably there will have to be amendments to existing legislation including the Forests Act, the National Parks Act and the Wildlife Conservation Act. It is considered that, if possible, such amendments should be minimised and changes incorporated into new legislation establishing the Land Management Department. An interpretation clause could allow existing Acts to be read such that powers under those Acts would lie in the Land Management Department.

APPENDIX 1.

GOVERNMENT AGENCIES WITH INTERESTS IN LAND RESOURCES IN THE TASK FORCE STUDY AREA.

1. DEPARTMENTS

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

2. AUTHORITIES

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

3. COMMISSIONS

Waterways Commission  
Soil Conservation Commissioner

4. COUNCILS

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

5. BOARDS

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

6. COMMITTEES

Soil Conservation Advisory Committee  
W.A. Herbarium Committee  
Committee for Understanding of the Environment  
Conservation Through Reserves Committee  
System Six Committee  
Coastal Management Co-ordinating Committee  
Wetlands Advisory Committee  
Estuarine and Marine Advisory Committee  
Leeuwin-Naturaliste National Park Advisory Committee  
D'Entrecasteaux National Park Advisory Committee  
Esperance National Parks Advisory Committee  
Parks and Reserves Committee  
W.A.W.A. Bird Committee  
W.A.W.A. Flora Committee  
W.A.W.A. Rare and Endangered Fauna Committee  
Kangaroo Management Advisory Committee  
Reserves Committee (W.A.W.A.)  
Biological Surveys Committee  
Co-ordinating Committee - Agriculture Protection and Wildlife  
Lake Joondalup Management Committee  
Lake Joondalup Region Open Space Technical Advisory Committee  
Land Information System Advisory Committee  
Road Verge Conservation Committee  
Research Co-ordinating Committee  
Research Steering Committee  
Darling Range Sub-Committee  
Mining and Management Planning Liaison Group  
Bauxite Policy Committee  
Mineral Sands Rehabilitation Co-ordinating Committee  
Collie Coal Mines Rehabilitation Committee  
Erosion Control and Rehabilitation Committee  
Laporte Chemical Industry Disposal Committee  
Clearing Guidelines Committee  
Clearing Controls Appeals Committee  
Purity of Water Committee  
Canning River Irrigation Advisory Committee  
Gingin Brook Irrigation Advisory Committee  
Preston Valley Advisory Committee  
Serpentine - Dandalup - Murray Rivers Advisory Committee  
South West Irrigation Districts Advisory Committee  
Stony Brook Irrigation Advisory Committee  
Warren Lefroy Rivers Advisory Committee  
Wungong - Southern Rivers Irrigation Advisory Committee  
South West Coastal Groundwater Advisory Committee  
Swan Groundwater Advisory Committee  
Wanneroo Groundwater Advisory Committee  
Control of Vehicles (Off-road) Act Advisory Committee  
Youth, Sport and Recreation Advisory Committee  
Community Recreation Sub-Committee  
W.A. Heritage Committee  
Geraldton Mid-West Regional Development Committee  
Central Eastern Regional Development Committee  
Eastern Goldfields/Esperance Regional Development Committee  
Central South Regional Development Committee  
Great Southern Regional Development Committee  
South West Regional Development Committee

APPENDIX 2.

STRUCTURE OF AGENCIES INVOLVED IN LAND MANAGEMENT

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



## 2.1. FORESTS DEPARTMENT

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

The Department's structure is shown on page 52 . The Conservator, his Deputy and Assistants, and the Chiefs of Division constitute the Directorate which is responsible for developing, implementing and monitoring the policy of the department.

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

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

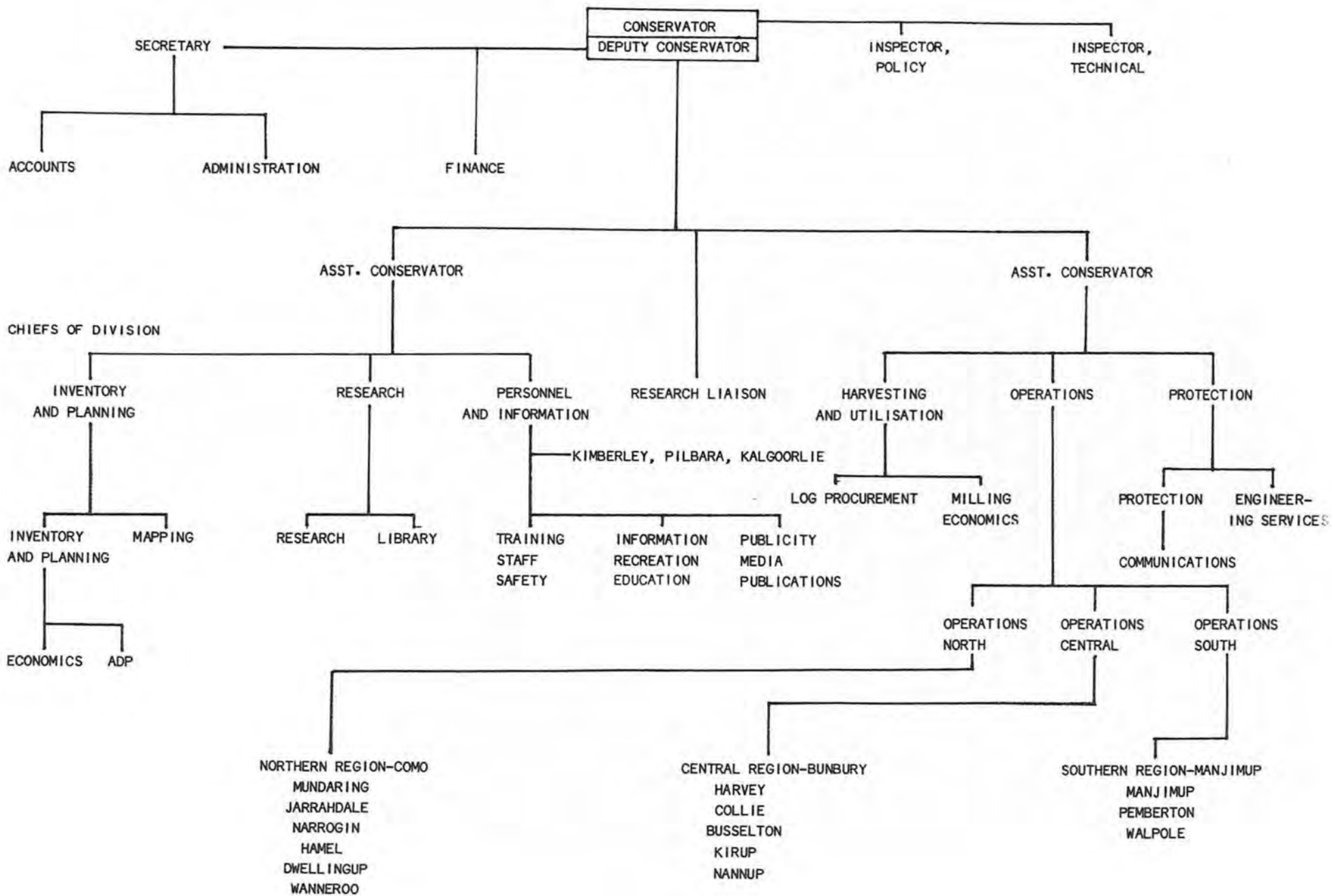
During the ten years from 1971/72 to 1981/82, the area of land under Forest Department control increased by 5.7% to 2,012,972 hectares.

The total staff number is 1235:

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

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

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



## 2.2. NATIONAL PARKS AUTHORITY

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

Membership of the Authority is:

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

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

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

The organisation of the Authority is shown on page 54. Staff numbers are given below.

### Staff (June 1983)

Public Servants 18

comprised of

11	clerical and administration
4	professional officers
1	publications and publicity officer
1	fire management officer
1	training and research officer

Rangers: 82

comprised of

20	in the Southern Region
45	in the Central Region
4	in the Northern Region
13	mobile rangers

Total Staff = 100

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

MINISTER FOR THE ENVIRONMENT

NATIONAL PARKS AUTHORITY  
President - Prof. A.R. Main  
J. Morgan - Surveyor General  
B. Beggs - Conservator of Forests  
B. Bowen - Director, Fisheries & Wildlife  
N. Semmens - Director of Tourism  
H. Sorensen      W. Young  
D. Treloar        P. Hussey

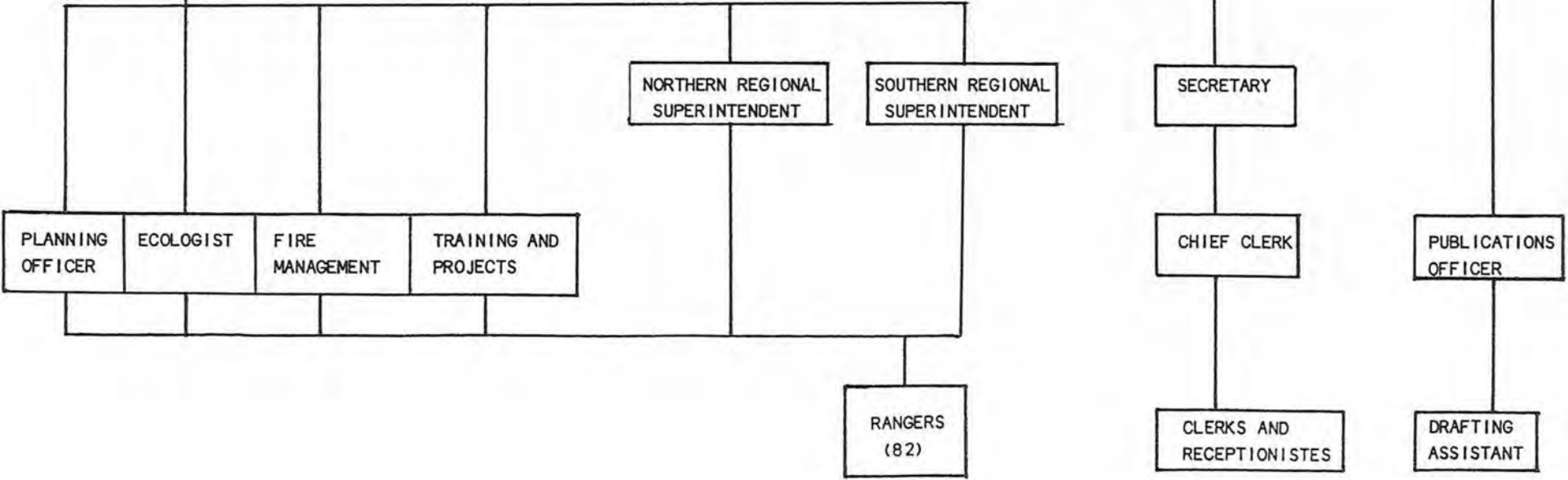
DEPARTMENT OF CONSERVATION & ENVIRONMENT

DIRECTOR

PLANNING AND CONTROL

ADMINISTRATION

PUBLICATIONS





### 2.3. DEPARTMENT OF FISHERIES AND WILDLIFE

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

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

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

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

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

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

The departmental structure can be divided into 5 main branches.

1. Office of the Director of Fisheries and Wildlife (60 staff: 5 professional/administrative, 55 clerical/general).  
This branch administers the various Acts, Regulations and Proclamations; provides advice to the Minister; administers Government policies regarding fisheries and wildlife; and co-ordinates the activities of the other four branches.
2. Fisheries Research (51 staff: 15 professional, 36 general and clerical).  
Their function is to undertake research on exploited fish populations and on the potential for unexploited and lightly exploited fish populations, and to provide advice and information to Administration on current and alternative management measures in relation to exploited or developing fisheries. The Western Australian Marine Research Laboratory is located at Waterman.
3. Fisheries Investigation (61 staff, all general)  
This branch ensures that the fishing industry works within the Acts and Regulations, and provides the administration with information on developments within the fishing industry.  
Fisheries Officers are stationed at 16 centres throughout the State, and there are numerous sea-going patrol vessels.

4. Wildlife (Fauna and Flora) Research and Management, including Nature Reserve Management (27 staff; 13 professional, 14 general and clerical).  
Its functions are to undertake research on the State's wildlife, provide management programmes and undertake management activities for nature reserves, and to provide advice to the administration on the management of wildlife populations. There are currently 9.9 million hectares of nature reserves throughout the State, 9.7 million hectares of which are vested in W.A.W.A.  
The Western Australian Wildlife Research Centre is located at Woodvale. There are reserves officers at Pingelly, Two Peoples Bay Karratha and Katanning.
5. Wildlife Investigations (30 staff; all general)  
Its functions are to ensure that provisions of the Wildlife Conservation Act are enforced for the protection of the State's wildlife, to provide the Administration and Research branches with information on wildlife observations generally, and to liaise with the public on wildlife matters. Wildlife officers are deployed at 15 centres throughout the State.

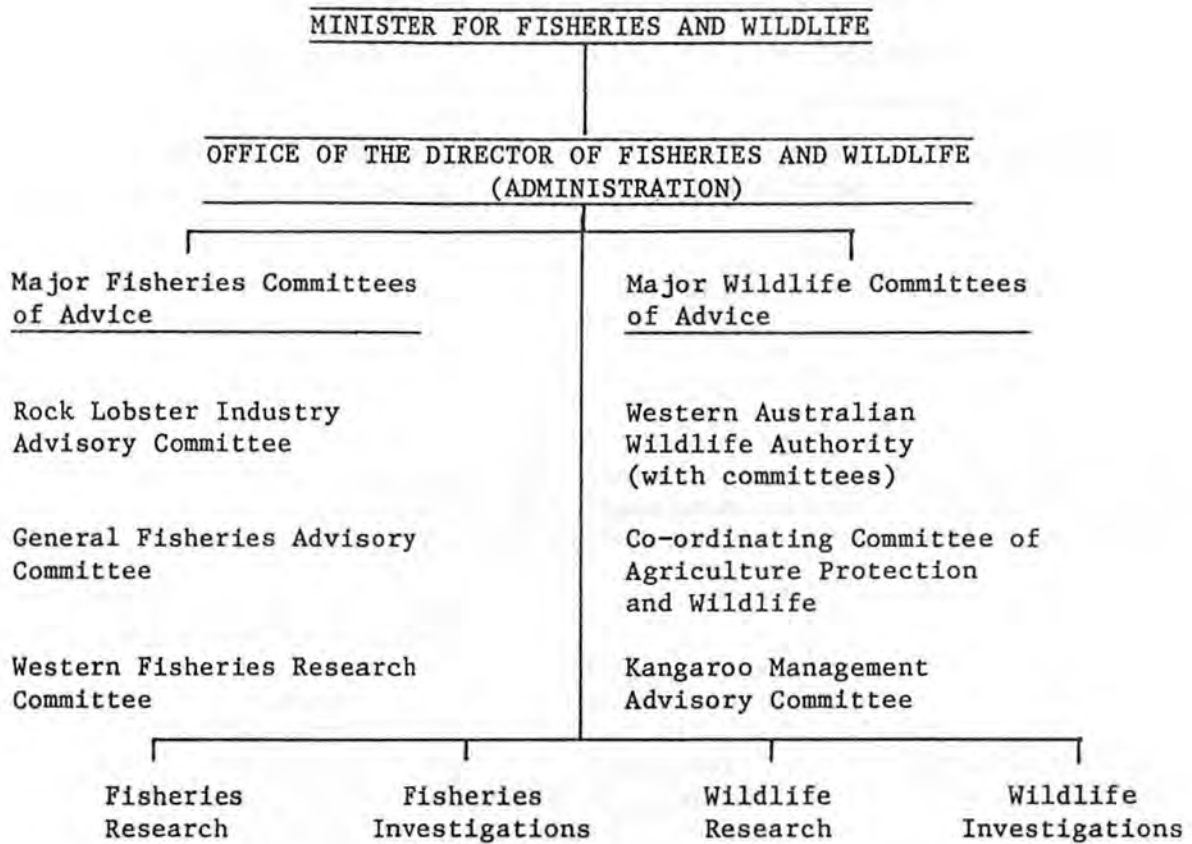
The 1981/82 budget from C.R.F. was approximately \$6.3 million (Department of Fisheries and Wildlife submission to the Task Force).

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

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

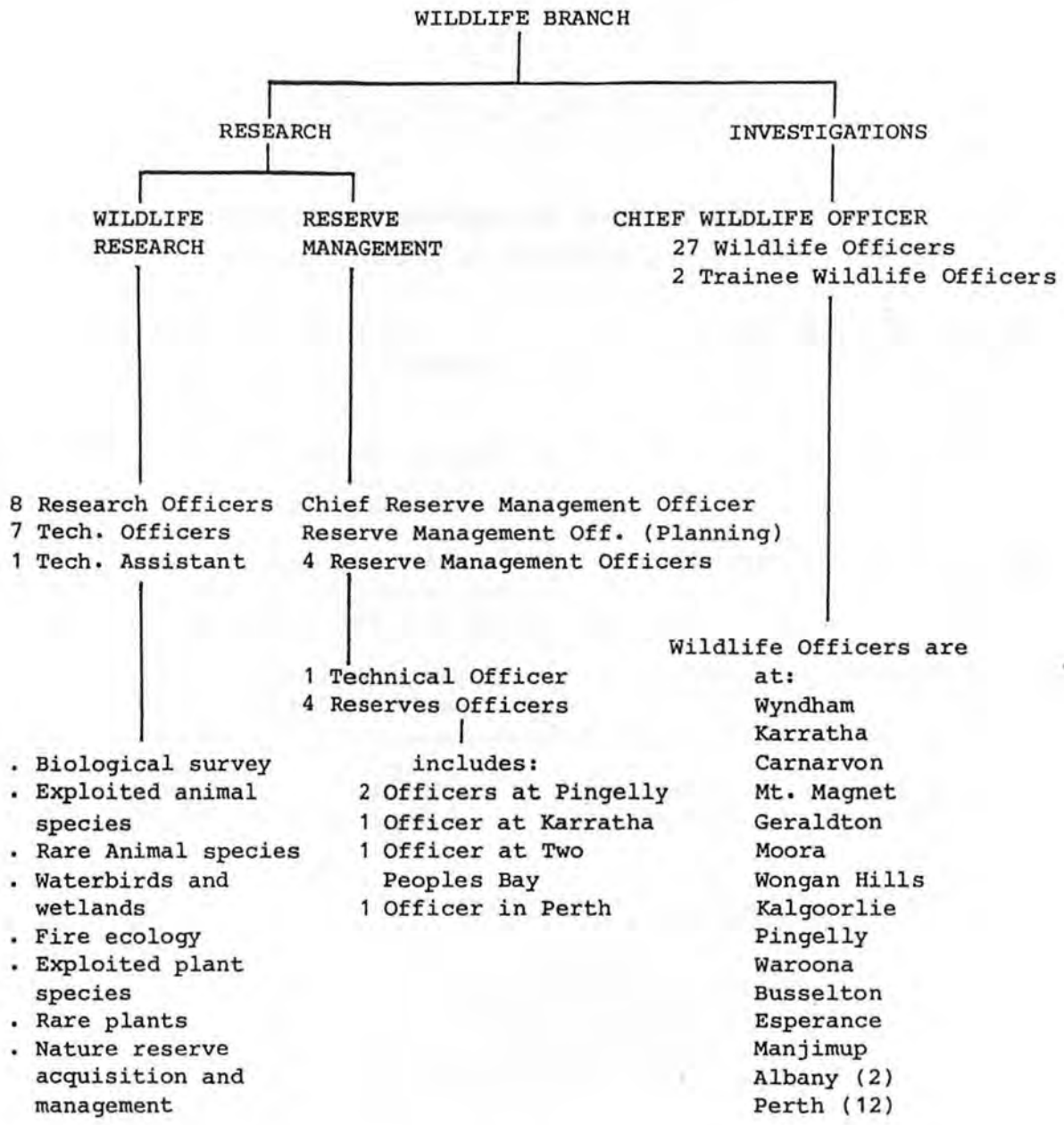
THE DEPARTMENT OF FISHERIES AND WILDLIFE

Structure of the Department



Total number of staff within the Department

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





#### 2.4. DEPARTMENT OF LANDS AND SURVEYS

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

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

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

1. Registration and Deeds: This branch's functions involve administration, enquiries and information, and general matters with regard to leases, Crown Grants, and conveyancing.
2. Roads and Reserves, which administers the State's roads and reserves system.
3. Application and Inspections, which receives and assesses applications, conducts field inspections, and deals with transfer approvals.
4. Accounts, which deals with estimates and budgetary control, salaries and other clerical matters.
5. Records, with general administrative duties.
6. Pastoral Board, which deals with transfers and surrenders, 5-year development plans, rent relief and freight concession applications, and field inspections.
7. Land Board, which considers applications for Crown Land.
8. Bush Fires Board. This organisation is considered in more detail separately.

The Surveyor General's responsibilities include:

1. Land Planning, Development and Management Branch (an interim Branch), which deals with land planning and management, regional control and inspection, and planning design.
2. Surveying. This involves the following branches: Surveys, Surveys Examination and Geodetic.
3. Mapping, which involves the following sections: Drafting, Cartographic, Photogrammetry, Air photography, Microfilm, Central Map Agency and Plan Room.

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

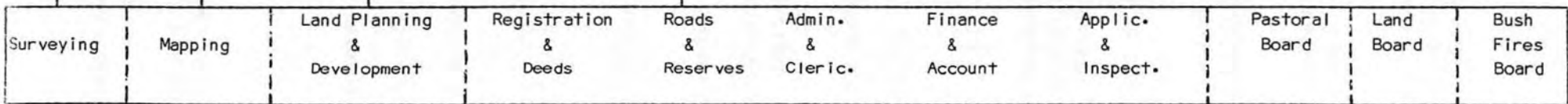
The Department's expenditure for 1981/82 was \$15.9 million (Department of Lands and Surveys Annual Report 1982), which included nearly \$200,000 for purchase of land for National Parks and Nature Reserves, and \$1,154,000 expenditure by the Bush Fires Board.

DEPARTMENT OF LANDS AND SURVEYS

MINISTER

Surveyor General

Under Secretary



## 2.5. KINGS PARK BOARD

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

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

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

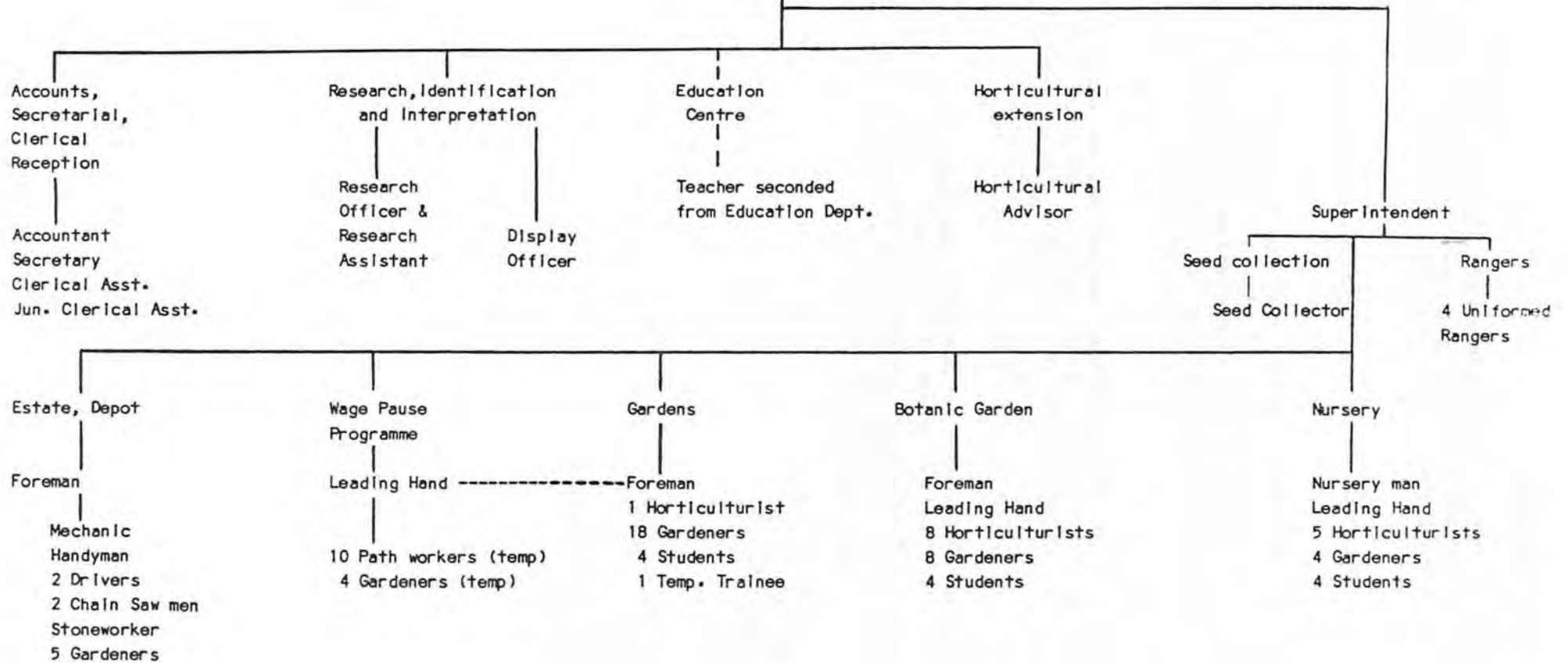
Functions relating to the Botanic Garden include display of the native flora and horticulturally useful plants, research into the biology, conservation and cultivation of the native flora, and dissemination of scientific, advisory, educational and interpretive information to stimulate and satisfy public interest in related subjects.

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

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

KINGS PARK BOARD

DIRECTOR





## 2.6. BUSH FIRES BOARD

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

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

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

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

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

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

The Board sees its rural fire protection strategy as taking account of environmental factors such as erosion, spread of plant disease, and the ecosystem as a whole. It aims at co-ordinating fire protection measures to ensure minimal overlap, waste and over capitalisation.

The Board sees the management concept of district fire protection planning as the answer to co-ordinating the varied fire management aims of Government and the rural community, and sees itself as best placed to perform the planning and managerial role as it has the expertise and experience.

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

2.7. ROTTNEST ISLAND BOARD

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

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

The Board's staff are concerned primarily with the commercial aspects of the Island's management: bookings, accounts and maintenance of facilities. There are 48 staff members.

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

## 2.8. WATERWAYS COMMISSION

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

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

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

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

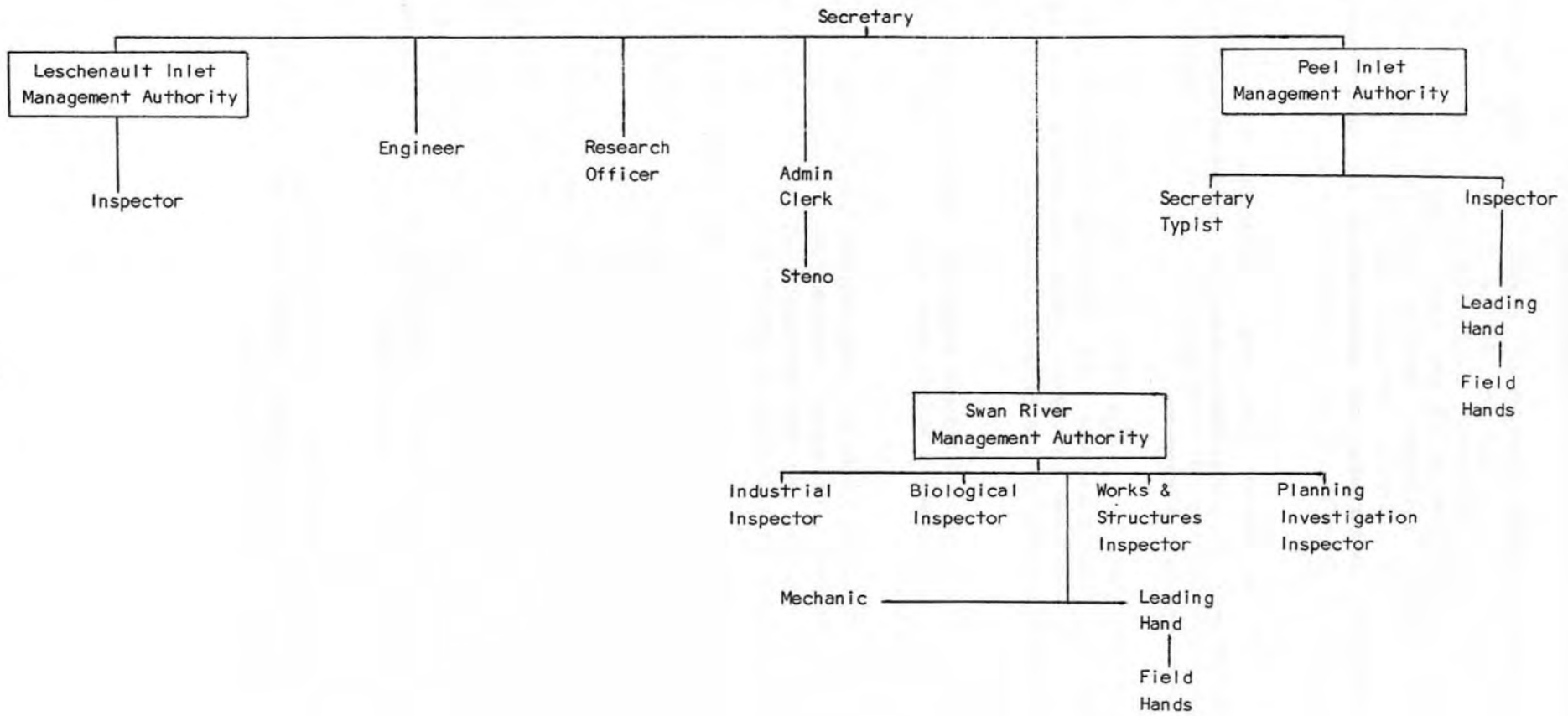
Depending on the level of management required, each Management Authority has a number of committees, which are able to co-opt members with particular expertise.

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

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

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

WATERWAYS COMMISSION





## 2.9. DEPARTMENT OF AGRICULTURE

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

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

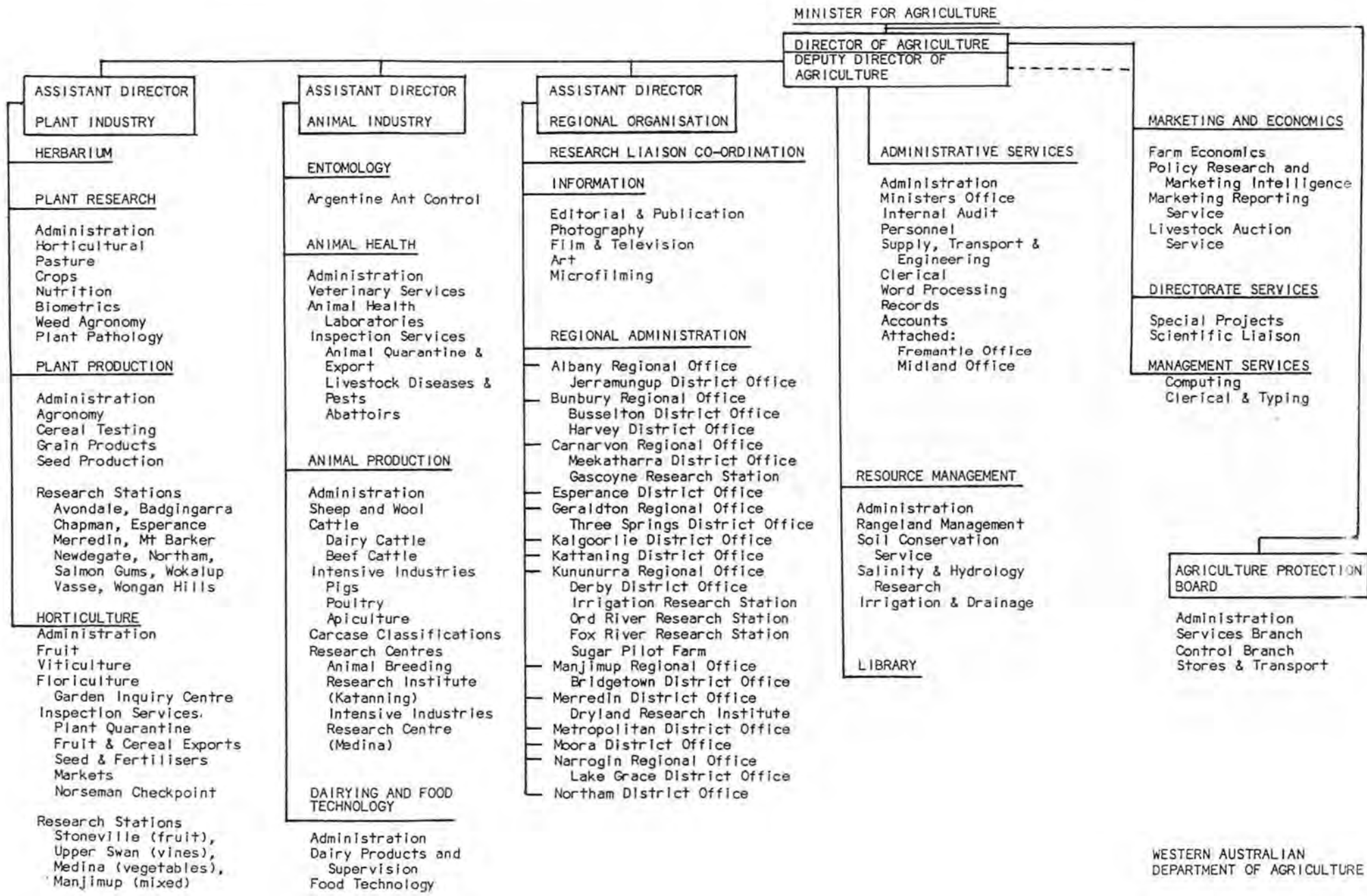
About half the expenditure from CRF is directed towards research with the higher proportion of the remainder going to extension activities.

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

The total staff number is 1435. Of these,

Professional	371
Clerical	224
General	533
Temp.	84
Wages	223

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



2.10 W.A. HERBARIUM

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

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

There are currently 20 staff. Of these, 11 are professional, 1 clerical, 5 general, 2 temporary and 1 wages.

For 1981/82 the Herbarium had a total expenditure of \$520,847 (Department of Agriculture Annual Report, 1982).

## 2.11 AGRICULTURE PROTECTION BOARD

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

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

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

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

The Board consists of the Director of Agriculture (Chairman); the Chief Executive Officer of the A.P.B. (Deputy Chairman); an officer of the State Treasury; and eight persons appointed by the Governor, being two from the Primary Industries Association of W.A., one from the Pastoralists and Graziers Association and five representing the Country Shire Councils' Association of W.A.

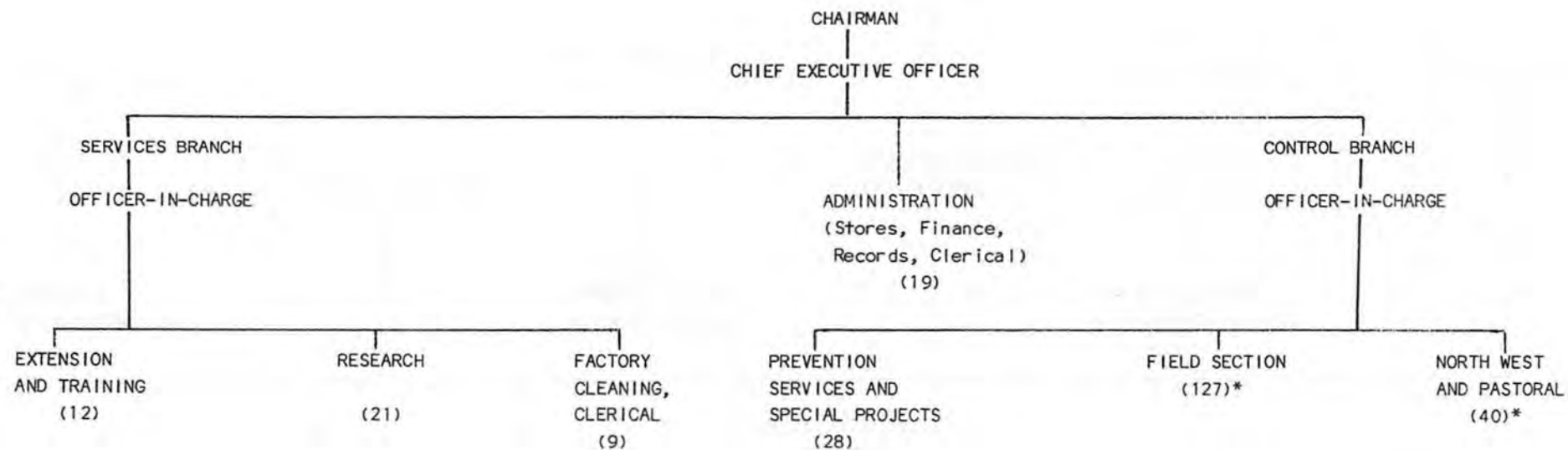
For administrative purposes, the State is divided into ten Zones. Five of these Zones, each consisting of three Regions, cover the agricultural areas; four Zones, each of two regions, cover the pastoral areas; and the remaining Zone encompasses the Perth Metropolitan and Outer Metropolitan areas.

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

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

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

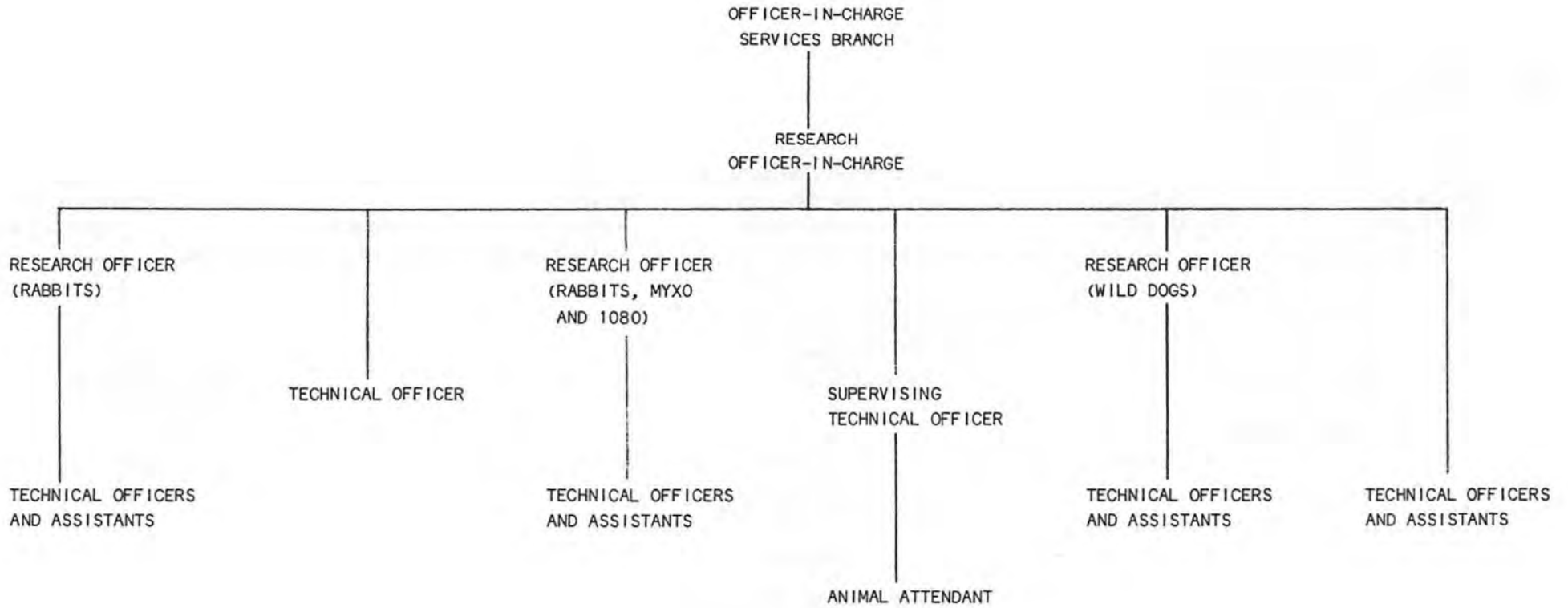
AGRICULTURE PROTECTION BOARD



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



AGRICULTURE PROTECTION BOARD - RESEARCH



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

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

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

The primary breakdown of responsibilities (see page 75) within the Department is through the Deputy Town Planning Commissioner and the Assistant Town Planning Commissioner.

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

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

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

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

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

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

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

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

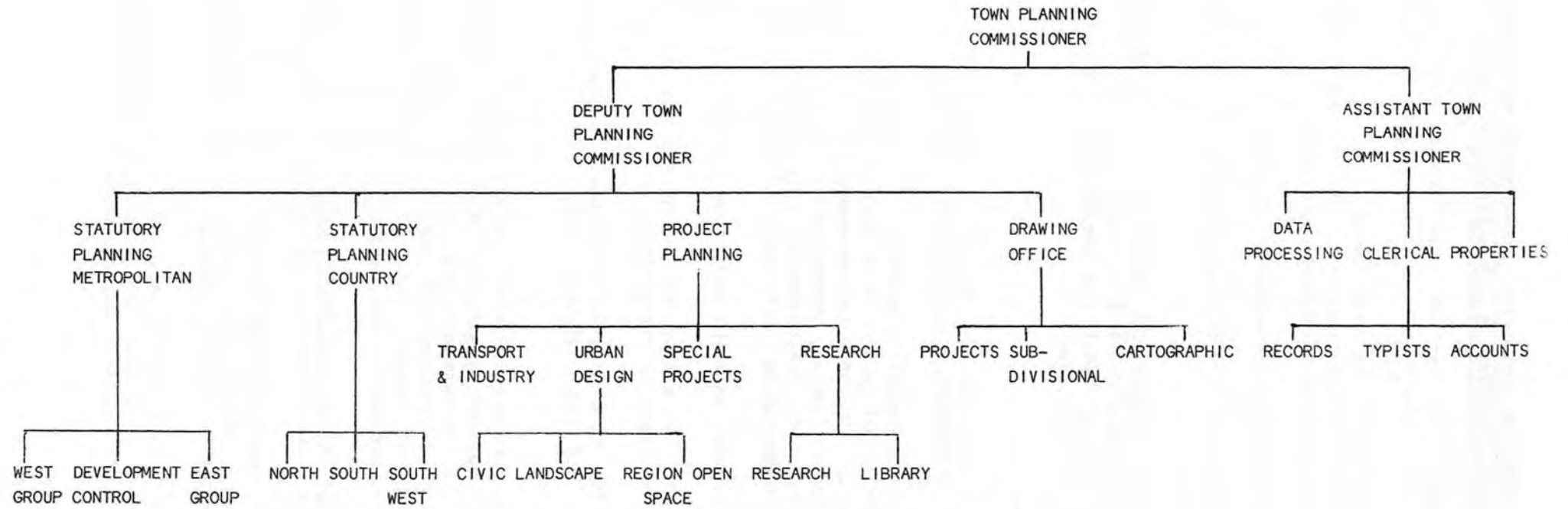
The Town Planning Board, with the approval of the Minister and the MRPA, may also prepare statements of planning policy. A statement of planning policy is primarily directed towards "broad general planning and

facilitating the co-ordination of planning throughout the State by all local authorities".

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

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

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



TOWN PLANNING DEPARTMENT

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

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

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

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

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

The EPA's functions are:

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

The EPA has the power to bring down environmental policies for the whole or part of the State and set standards for air, water and land use pollution.

The Act contains three statutory referral provisions whereby the EPA may receive and consider various types of development proposals. The Authority provides its recommendations to the Minister for the Environment. In general, environmental impact assessment includes the provision of a Notice of Intent and, if considered necessary, an Environmental Review and Management Programme, to the EPA.

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

A restructuring of the Department has recently been approved (See pages 78 and 79 for old and new structure). Under the new arrangements there is a Division of Resources Management, consisting of 2 Branches:

- Marine Resources Branch (existing). Its role is to initiate and co-ordinate studies of marine and estuarine resources and systems throughout the State wherever environmental problems occur or may be anticipated.



- Land Resources Branch (a new branch, replacing the Special Services Branch). Its role is to initiate and co-ordinate studies of land resources and systems throughout the State wherever environmental problems occur or may be anticipated.

There has been no change to the role of the other branches, which have the following broad functions:

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

Staff numbers: The number of positions in the Department is 67 (including the five new positions created in the restructuring), and there are three other officers attached. Of this total, 39 are professional, 23 are administrative/clerical, and 5 are technical. There are also 2 additional contract staff and 4 Graduate Assistants. One of the professional officers is located at Karratha.

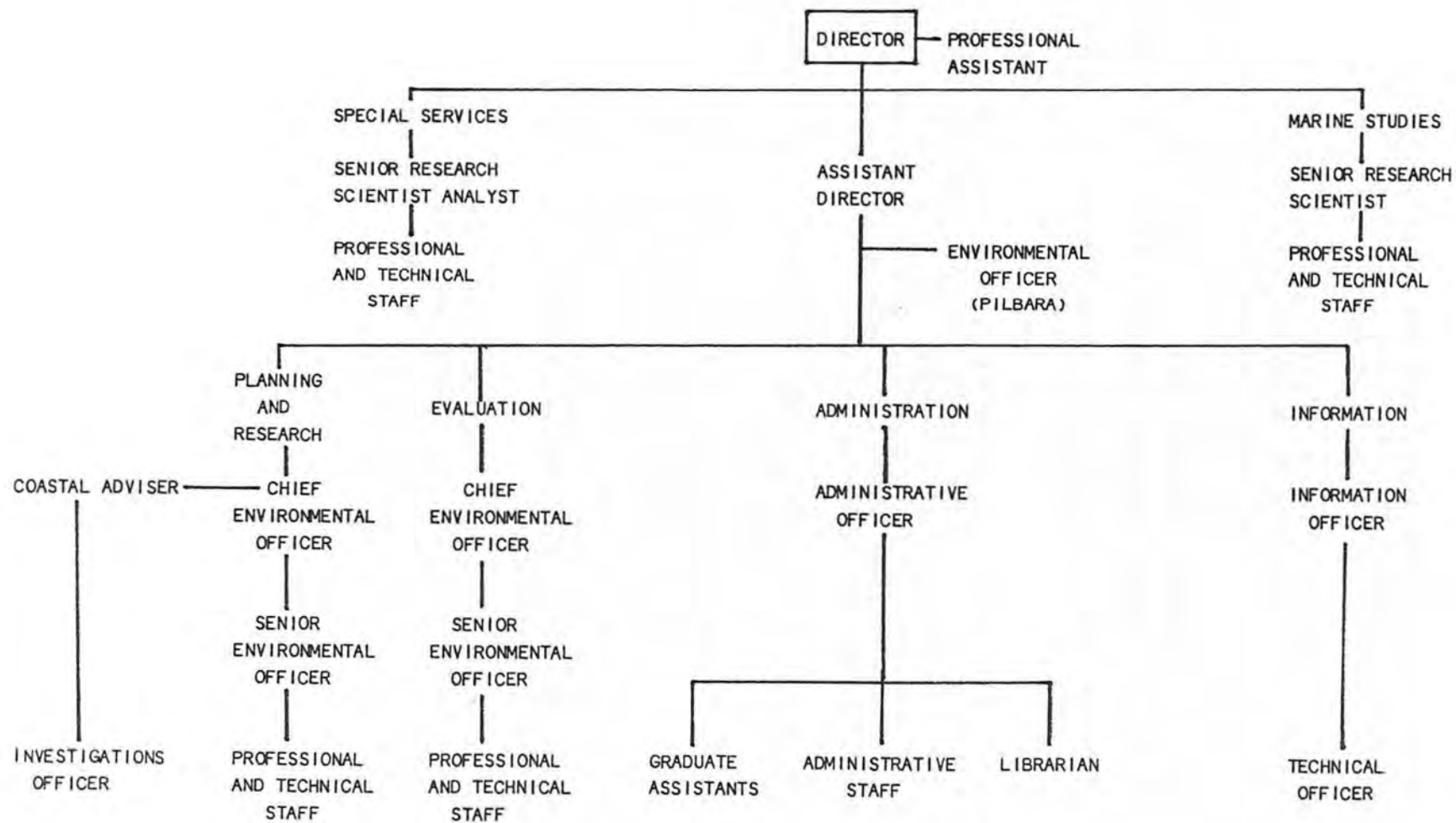
The Department's budget for 1981/82 was \$2.4 million (Environmental Protection Authority Annual Report 1982).

The Conservation and Environment Council (CEC) is a 16 - member statutory advisory body, with representatives of tertiary institutions, local and State Government departments, industry, and individuals and bodies having an interest in conservation. The function of the CEC is to assist and advise the Minister and the EPA as to environmental protection and enhancement generally, and also in regard to matters of environmental policy. The CEC assists in co-ordinating the EPA's activities with those of other government departments.

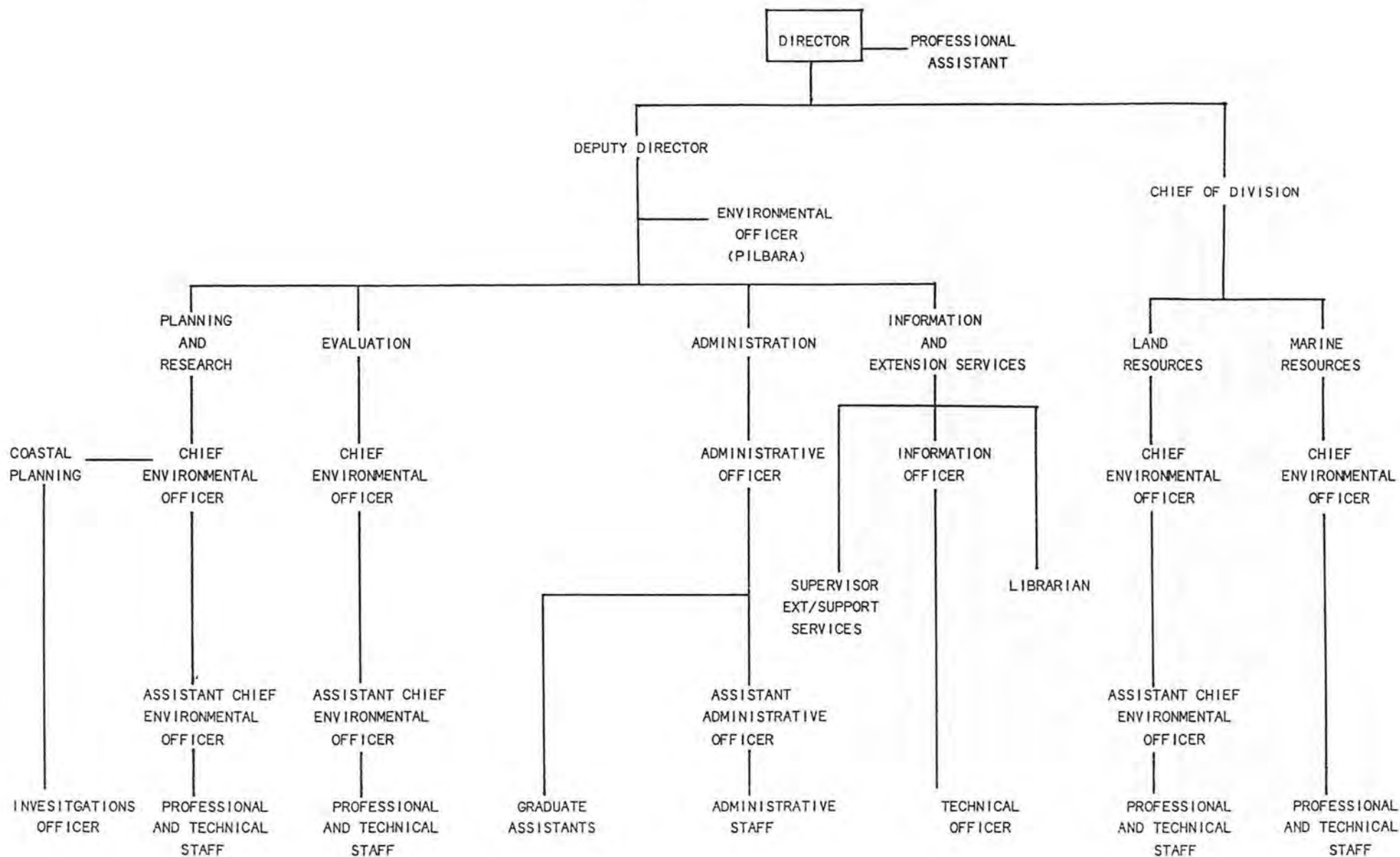
The Council is able to appoint committees of advice, such as the Committee for Understanding of the Environment (CUE). CUE is an independent body of private citizens which aims to increase the community's awareness of environmental issues.

DEPARTMENT OF CONSERVATION AND ENVIRONMENT

PREVIOUS DEPARTMENTAL STRUCTURE



DEPARTMENT OF CONSERVATION AND ENVIRONMENT  
NEW ORGANISATION CHART



APPENDIX 3

SUMMARIES OF RELEVANT REPORTS

Throughout the Task Force's Report there have been many references to previous reviews of deficiencies in mechanisms for land use planning and management. Over recent years a number of reports prepared for the Western Australian Government have addressed the question of interdepartmental planning procedures and have proposed mechanisms for resolving land use conflicts and improving land resource management in general. In this Appendix, the major recommendations of these reports are summarised:

- 3.1 Stirling Report (1977)
- 3.2 Graham Report (1977)
- 3.3 Gorham Report (1978)
- 3.4 SRI Report (1978)
- 3.5 Technical Advisory Group (TAG) Report (1978)
- 3.6 Coastal Planning Steering Committee Report (1981)
- 3.7 Report of the Select Committee of the Legislative Council on National Parks (1981)
- 3.8 Darling Range Study Group Report (1982)
- 3.9 Collins Reports (1982)

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

Stirling Associates (Policy Consultants) were requested by the South West Regional Development Committee to examine and report on land use conflict in the region.

The Stirling Report examined planning functions and the interactions between government and people, and recommended a major reappraisal of State and regional systems of administration and conflict resolution. It concluded that there is tension in the community over land use issues and that present administrative processes are not seen to be coping with rising community demands.

The Report identified three areas in need of improvement:

- i) co-ordination of government response to community needs;
- ii) understanding of regional needs; and
- iii) access to basic data.

The main conclusion reached was that there is a need for better co-ordination at State and local government levels to improve the quality and speed of land use decision making and the satisfaction given to the public. Suggestions for achieving this objective included the establishment of:

- . a planning body representing major government departments;
- . official planning and co-ordinating committees at State and regional levels;
- . a Land Use Council or Authority;
- . regional groups including representatives of major private sector activities;
- . semi-autonomous regional planning bodies at regional level.

The Report advocated greater regional autonomy and concluded that more research was needed to provide a better understanding of regional needs and potentials. The importance of public involvement in the process of decision-making and conflict resolution was also recognised.

Although Stirling examined land use conflict in the south-west region, the problem was seen to have State-wide implications requiring State-level policy decisions.

The Report provided background to its recommendations in the form of a factual summary of the south-west region, a history of development, a summary of Stirling's informal discussions with State and local government and the private sector, a brief examination of existing administrative machinery and its problems, and a discussion of the implications of regionalism. The Report was made public.



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

The Committee to Review Planning Authorities in Western Australia, chaired by Mr L.W. Graham, was appointed in 1975 by the then Minister for Urban Development and Town Planning. Its objective was to review existing planning systems and authorities, having particular regard to the creation of a State Planning Authority to be responsible for planning throughout the State with regional planning authorities in support. The Committee's report was released in June 1977 for public comment.

The Report's main recommendations proposed the establishment of:

- . a three tier system of planning at State, regional and local levels, with statutory plans being prepared and completed within specific time limits;
- . a cabinet Sub-Committee specifically responsible for economic policy, planning and development, to report directly to Cabinet;
- . the portfolio of Minister for Planning;
- . a Western Australian Planning Commission with State-wide responsibilities.

The planning structure proposed by the Graham Report:



The primary aim of the proposed W.A. Planning Commission was seen as the achievement of integration between those government departments and instrumentalities involved in planning matters. Its main responsibilities would include the preparation and review of a State strategy plan and statement of planning policy, and to assist in the resolution of conflicts between competing specialist departments in planning matters.

The proposed Commission would consist of a full-time chairman qualified in the field of planning, supported by part-time commissioners from the fields of economics, resources, environment, transport, industry and local government.

With the creation of the Commission, it was recommended that the Town Planning Department and Town Planning Board be disbanded. A Committee would be set up with the same or similar membership as the Town Planning

Board, which would approve subdivisions and advise the Minister on all schemes. Its decisions would be made under the Commission's name. The staff of the existing Town Planning Department would form the staffs of the Commission and a Metropolitan Region Planning Authority (recommended to be retained, but with revised functions, structure and staffing arrangements).

A total of forty-one major recommendations were made, and some of the other matters dealt with by these recommendations were:

- . the creation of a Regional Development Authority, based on the existing Planning and Co-ordinating Authority, which would report to a Minister for Regional Development;
- . retention of the existing Environmental Protection Authority to advise the Commission and other planning agencies at regional and local levels on the environmental aspects of their plans;
- . the need for specialist advisory committees representing public and private sectors;
- . declaration of Regions for Western Australia as a basis for the collection of statistics on population, employment and production, and for the creation of Regional Committees for planning and development purposes, as required by local authorities;
- . the integration of planning and development functions in country areas into Regional Planning and Development Committees under the chairmanship of Regional Administrators where appointed, responsible to the Regional Development Authorities;
- . the need for public consultation procedures at all levels of State, regional and local government;
- . development control, subdivisions and planning appeals.

No action has been taken on the Report's major recommendations. At the time of its release, Cabinet requested that a review of the Graham Report be undertaken by a group of senior government officers closely involved in the planning process, and a summary of their findings follows.

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

A senior officers' committee, convened by Mr E.R. Gorham, (then Co-ordinator of the Department of Industrial Development) was formed by Cabinet to carry out a review of the Graham Committee Report on "Proposals for an Integrated Planning System for Western Australia".

The Gorham Report discusses the problems of the Graham Committee recommendations, identifies the deficiencies of the existing planning system and the principles on which any new system should be based.

The recommendations of the Gorham Committee were concerned with three areas:

- (a) the formation of a State Co-ordinating Council;
- (b) the formation of Sub-Committees to support the Council; and
- (c) the promotion of Regional Committees.

The State Co-ordinating Council would replace the existing Planning and Co-ordinating Authority and report directly to the Premier (see page 85). The Council was intended to be a forum for consideration of the broad implications of departmental forward planning, particularly the implications for government policy and priorities, and to provide co-ordinated advice to the Premier and Cabinet. It was expected that the Council would provide the opportunity of eliminating many permanent Committees.

The Council would be supported by four sub-committees which would give detailed advice on particular areas of government responsibility. These sub-committees would represent:

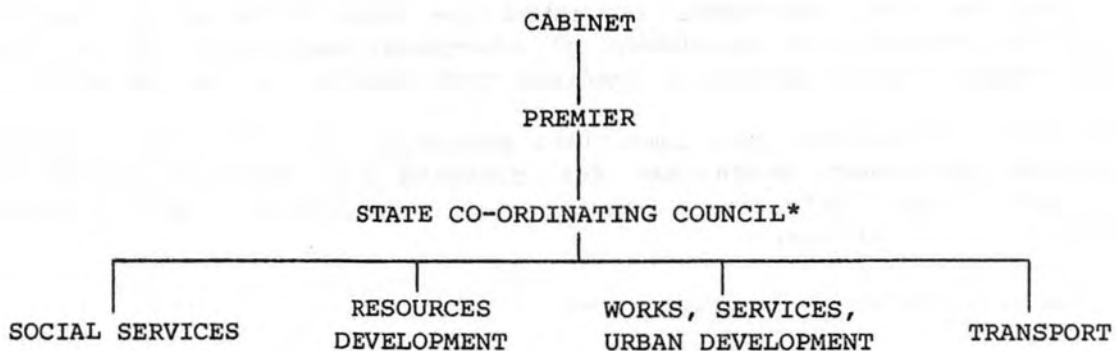
- . social services
- . resources and development
- . works, services and urban development
- . transport

The Council would have a full-time Chairman, and a small secretariat would provide professional support.

The Gorham Committee also considered that Regional Administrators, in conjunction with the Regional Development Committees, had an important role to play in co-ordination and in advising on a wide range of planning matters to departments, and through them to the State Co-ordinating Council.

The proposals of the Gorham Committee were not intended to interfere with existing statutory functions or responsibilities. The Report was never made public, and its major recommendations have not been implemented.

The structure proposed by the Gorham Report:



\* Note: Treasury a member, others selected from the sub-committees

### 3.4 SRI International (1978). Mechanisms for Resolving Land Use Issues in the Darling Range.

In 1978 the W.A. Government requested the Stanford Research Institute (SRI) to undertake an assessment of government mechanisms for land use planning and for resolution of land use conflicts in the Darling Range.

The report of the SRI team summarises potential land use issues, reviews existing government mechanisms for planning and conflict resolution, including the extensive network of committees, and assesses organisational options.

In summary, the major findings were:

- the Darling Range is characterised by a variety of resources of great importance to the State;
- the number of land use conflicts will increase and the manner in which they are resolved will become more important;
- Cabinet has not adopted a comprehensive set of long term guidelines for resource use in the Darling Range;
- existing government mechanisms will not be adequate in the future for long term planning or conflict resolution;
- more effective public participation is needed.

The SRI Report recommended a new organisation - the Darling Range Policy Advisory Council (DRPAC) - to provide an analytical basis upon which land use policies could be established by Cabinet. In this role the DRPAC would advise Cabinet on land use issues having long term implications. The structure of the proposed organisation is shown on page 87.

It was proposed that the DRPAC have:

- a broad-based membership of senior public servants
- a strong and independent chairman
- a small and experienced staff

The organisation would represent all departments with responsibilities in the Darling Range or with programmes affecting land use in the area.

The proposed functions of the DRPAC would include:

- a) identify policy alternatives for land use;
- b) develop measures to facilitate interdepartmental co-ordination;
- c) establish priorities for research related to land use policies;
- d) supervise interdepartmental preparation of a generalised land use plan;
- e) monitor consistency between established guidelines and departmental policies and programmes;
- f) implement a programme for public participation.

Expansion of the DRPAC to a council with State-wide responsibility was seen as a possibility, if the need should arise.

The Report was not made public. However, as a result of its recommendations the Darling Range Study Group was appointed in 1979 to examine land use in the Darling Range (See Appendix 3.8).



**The structure proposed by the SRI Report:**

CABINET

PREMIER

DRPAC (Darling Range Policy Advisory Council)

- (i) Chairman
- (ii) Professional Departmental Heads
- (iii) Small Analytical Group

3.5 (TAG) Technical Advisory Group (1978). Bauxite Mining in the Darling Range, Western Australia

In 1978 the Environmental Protection Authority appointed the Technical Advisory Group to review Alcoa's Environmental Review and Management Programme for the proposed alumina refinery at Wagerup. The review was to have special reference to three broad issues:

- . the potential increase in the salinity of stream base flow
- . the impacts of mining on the ecosystem of the Northern Jarrah Forest
- . the need for a determination of the long term land use objectives of the Darling Range.

The Technical Advisory Group concluded that bauxite mining is a legitimate land use in parts of the Darling Range, but that it gives rise to serious environmental problems, many of which are unresolved. Existing legislation is not adequate for proper regulation, nor does it protect alternative valid land use options. The delineation of future mining areas should result from integrated land use planning which considers all land use options as part of an overall strategy for the long term utilisation and environmental protection of the Darling Range.

The Wagerup Environmental Review and Management Programme was rejected by the Report, which recommended that the company should submit a revised ERMP.

The Report made a total of 105 detailed recommendations dealing with environmental assessment and planning, forest management, recreation, jarrah dieback, water resources, conservation, rehabilitation and land use planning.

The need for integration and co-ordination of planning of land use in the Darling Range was recognised throughout the Report, and it was recommended that, for the Darling Range, the Government should establish a land use planning body to develop land use policies and options, and to co-ordinate land use planning at the regional, appraisal and operational level. Adequate provision should be made for public participation at all stages. Such planning was considered by the Report to be important in providing an element of certainty for planners, managers and developers.

In response to the TAG Report, the Environmental Protection Authority made its report and recommendations on the Wagerup proposal (DCE Bulletin No. 50, 1978). The EPA supported TAG'S rejection of the initial Wagerup ERMP. It also recommended the establishment of:

- . a means for developing land use policies and options for the Darling Range, and for co-ordinating land use planning by the several government agencies concerned;
- . a research co-ordinating committee responsible for assessing research priorities;
- . specialist committees of scientists responsible for directing and co-ordinating research in particular areas of concern, and for publishing the results.

Alcoa's draft ERMP, the TAG Report and the EPA's Report and recommendations to Government were all made public.

It was in response to the EPA's recommendations, and those of SRI (1978), that the Government set up the Darling Range Study Group, and a Sub-committee of the Planning and Co-ordinating Authority to ensure adequate assistance and guidance was given to the Group.

Also as a result of the EPA's recommendations, the Government established a Research Co-ordinating Committee together with a Research Steering Committee, and also a Mining and Management Planning Liaison Group to advise the Minister for Resources Development on ALCOA's mining plans.

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

In 1978, the Conservation and Environment Council recommended the formation of an interim Coastal Planning Steering Committee to work with a Coastal Planning and Management Adviser to review the Environmental Protection Authority's draft guidelines of an Environmental Protection Policy which were released the previous year. This involved a comprehensive examination of the current status of coastal planning and management in W.A.

The Committee concluded that wide-ranging action is necessary to develop more efficient and effective coastal planning and management in W.A. The Committee believed that, initially, efforts should focus on co-ordination through the formation of a Coastal Management Advisory Council and the introduction of a system of coastal management planning, which would not involve major changes to existing statutory responsibilities. If this was not successful, however, more substantial re-organisation of planning and management functions may become necessary.

Among the Committee's major findings were that pressures for use and development of the coastal zone are mounting rapidly, and that existing planning and management arrangements are excessively fragmented and in some cases inadequate.

The Committee's recommendations were aimed at reducing fragmentation of responsibility, determining overall objectives and priorities, initiating a more concerted planning and management effort, and improving some areas of administration.

It was recommended that action towards these ends could occur in two stages:

- (i) The formation of a Coastal Management Advisory Council (COMAC) to advise Government on coastal policy and management, to provide a forum for information exchange, and to oversee coastal management planning. This would have a secretariat (Office of Coastal Management) attached to an existing agency.
- (ii) If it became necessary, the Advisory Council and its management planning system could be further developed, with a grouping of coastal management functions into a clearly dominant "lead agency", involving a Division of Coastal Management within an appropriate department which would absorb the Office of Coastal Management and review the effectiveness of COMAC after two or three years.

Other recommendations in the report dealt with such matters as:

- . the need for preparation of non-statutory Regional Coastal Management Plans which would be co-ordinated with regional land use plans and for which COMAC would be responsible;
- . the need for Local Coastal Management Plans, mostly non-statutory, to be prepared by local councils with assistance from COMAC;
- . development of a coastal resource inventory;
- . the need for Reserve Working Plans to be prepared by local councils and other authorities with significant reserves vested in them;

- . a Coastal Planning and Development Committee to be responsible to COMAC;
- . a Marine and Estuarine Management Committee to take over remaining functions of the existing Estuarine and Marine Advisory Committee;
- . and other specific proposals for improvement in some areas of administration of particular importance to coastal management.

Early in the Committee's review it became apparent that many coastal management issues in W.A. reflect wider concerns, especially the need to strike a balance between economic development and conservation of the natural environment.

The Committee's Report was never made public. The Government's response to the Report announced by the Premier on 14th September 1982 was to form a Coastal Management Co-ordinating Committee of senior officers and to continue the position of Coastal Planning and Management Adviser as Executive Officer. The functions of the committee are to overview planning to co-ordinate departmental activities and to give advice to the Government.



3.7 Western Australia. Report of the Select Committee of The Legislative Council on National Parks (30th September, 1981)

A Legislative Council Select Committee, chaired by the Hon. A.A. Lewis MLC, was appointed in 1980 to "consider the management, finance, allocation of lands, intergovernmental and interdepartmental liaison, image of the service of, and, if necessary, recommend amending legislation for National Parks, and to make other such recommendations considered desirable."

The Report of the Select Committee took one year to complete; evidence was taken both within the State and elsewhere in the Commonwealth (with 150 witnesses), and written submissions and correspondence were received from 82 organisations and individuals.

The Report sets out many recommendations in regard to the management and organisation of National Parks, however, the main recommendation calls for a Western Australian National Parks and Wildlife Service to be formed from an amalgamation of the following bodies:

- a) National Parks Authority
- b) Wildlife Authority
- c) Kings Park Board
- d) Rottnest Island Board
- e) W.A. Herbarium
- f) Zoological Gardens Board

The Service would have a Director with direct access to the Minister, and the Select Committee decided that the Authorities and Boards should be disbanded, unless the Director wished to keep them as advisory committees to section heads.

A two-tiered system of advisory committees was envisaged. The main one would be a broad-based committee drawing its representatives from basically the same areas as the present National Parks Authority - not necessarily Departmental heads, but from relevant industries or disciplines, and from local government. There would be other advisory committees set up to advise the Director on management of Aboriginal and historical sites.

Local Advisory Committees were also recommended as a means of improving liaison with local interests on such matters as fire control, access roads and future guidelines for park management. Not every park would need such a committee, and composition would depend on the interests in the area. For instance, in the south of the State, Forests Department, Department of Lands and Surveys, Public Works Department, local authorities and other interested groups would be represented.

The proposals of the Select Committee are illustrated on page 93. The Report compares the proposed structure to the Tasmanian situation.

The evidence given in the Report in favour of the creation of a National Parks and Wildlife Service was based on the following main reasons:

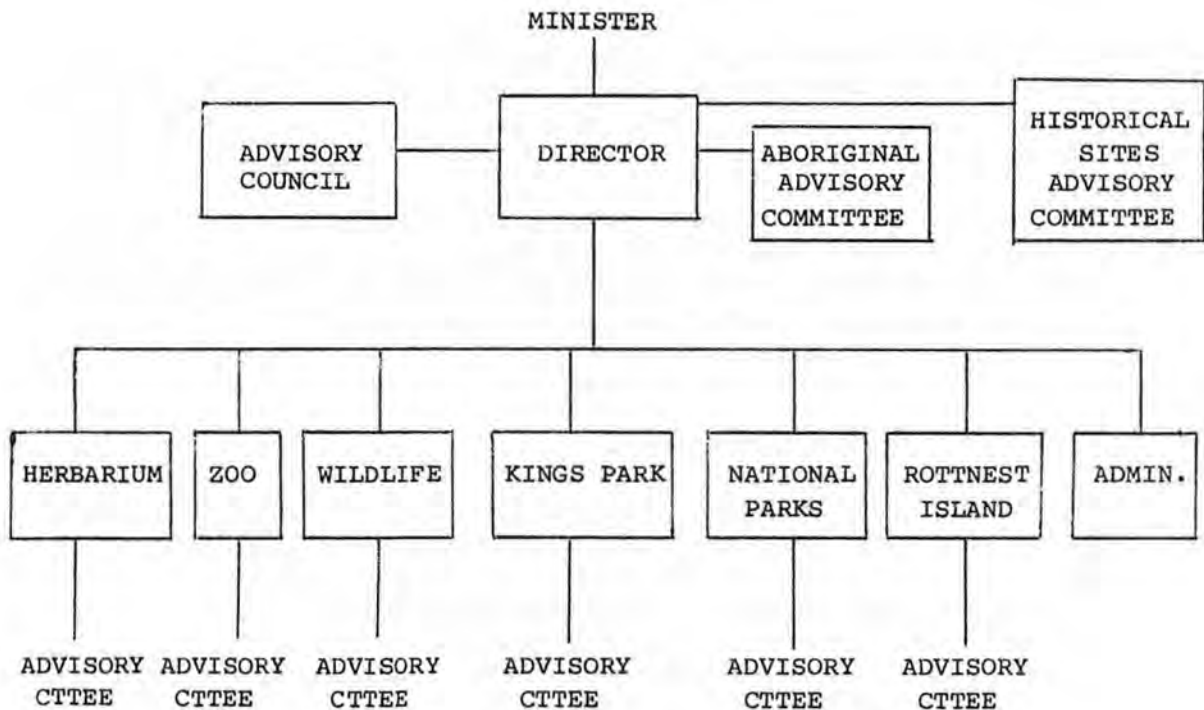
- a) savings in administrative costs;
- b) promotion opportunities;
- c) sharing of scientific staff, and;
- d) better land management.

The evidence given against amalgamation was based mainly on either finance or lack of manpower available to National Parks and the fear that Wildlife would dominate the amalgamated department.

Some other matters commented and recommended on in the Report are methods of controlling land use through covenants over the land, with examples given from South Australia and New South Wales; the establishment of a body similar to Victoria's Land Conservation Council, to implement a system of classification of parks based on IUCN categories; the need for a complete range of educational aids on parks; and the dedication of marine national parks.

The National Parks Authority reviewed the Report of the Select Committee in a paper dated 28th September 1982, in which they state that they have fully implemented ten of the thirty specific recommendations in the Report and have endorsed aspects of another nine.

The structure proposed by the Select Committee of the Legislative Council on National Parks:



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

The Darling Range Study Group was established by Government in 1979 to carry out a comprehensive study of land use in the Darling Range and to advise Government on land use policy for the co-ordination of land use planning by departments.

The Study Group was to report to Cabinet via the Premier, and a Sub-Committee of the Planning and Co-ordinating Authority (P&CA) was formed to provide advice and guidance to the Group.

The Darling Range Study Group, consisting of the Chairman, three other professional officers and two support staff, commenced its activities in January 1980. During preparation of its Report, the Study Group liaised with Government bodies, departments, industry, public interest groups and others with expertise in the resolution of land use problems.

Its study area stretched from the Helena catchment to the Collie catchment, bounded to the west by the Darling Range and to the east by a line joining the eastern extremities of the two catchments.

The Report made thirteen recommendations relating to its Terms of Reference. However, the Group's major proposals are those contained in Recommendation CI as follows:

- (i) A Land Use Advisory Committee (LUAC) be established by expanding the existing Sub-committee of the Planning and Co-ordinating Authority to include the Departments of Town Planning and Youth, Sport and Recreation, with an independent Chairman reporting to the Premier.
- (ii) An Executive Support Group (ESG) be formed comprising a Chairman and a core of professional officers to operate as the working and support group for LUAC. The Chairman of the ESG could be the Chairman of LUAC.
- (iii) The initial task of LUAC would be to incorporate the framework plans of relevant departments and major land users into a single integrated framework plan, and review their programmes and policies for consistency with Government policy guidelines.

This organisation is illustrated on page 96.

The Land Use Advisory Committee would:

- . consist of an independent chairman and the professional heads of the Government departments with interests in South West land use;
- . provide a forum for senior officers of departments to examine and develop an integrated approach to land use issues;
- . deal with matters referred to it by Cabinet;
- . review the proposed framework land use plan and maintain co-ordination between departments;

- . have the capacity to recommend action on specific issues as they arise.

The Executive Support Group (ESG) to the LUAC would provide an independent analytical capacity and would interact with the Mining and Management Planning Liaison Group (MMPLG) and the Research Co-ordinating Committee. It would have a core of professional officers with relevant expertise.

Other recommendations dealt with the following matters:

- a) Government departments and other major land users in the Darling Range should develop and publish their own framework plans which would be integrated into an overall framework plan by the proposed LUAC, recognising the necessity for multiple use of land, and the claim of each land use to some of the resource.
- b) The criteria of land capability, impact reversibility, resource substitutability, equity, and priority order of land uses should be used by LUAC in formulating an integrated framework plan.
- c) The need for integration of conservation and resource development at the design stage should be recognised by Government.
- d) Land use planning decisions should be based on proper analysis of relevant information.
- e) Groups to advise the Minister for Resources Development on acceptability of the mining and rehabilitation plans of Worsley Alumina and coal mining companies are needed (the MMPLG was considered to be an appropriate body).
- f) Additional resources should be allocated to expand research programmes and the Research Co-ordinating Committee and Research Steering Committee should identify research tasks and set priorities.
- g) More effective involvement of the public in planning and decision-making is needed.
- h) An equitable system is needed to review, assess and redress grievances.
- i) Estimates should be made of the additional resources required to adequately plan and supervise resource development projects in the Darling Range.

In addition, the Report identified a wide range of land uses in the area, and the main factors leading to conflict. Twenty-one significant land use issues were identified as requiring decision by Government in the foreseeable future, and a further eight issues requiring regular review. The Report made 66 specific recommendations dealing with these issues. It was considered that the relevant government departments have the resources and expertise, and the mechanisms exist for the implementation of many of these recommendations.

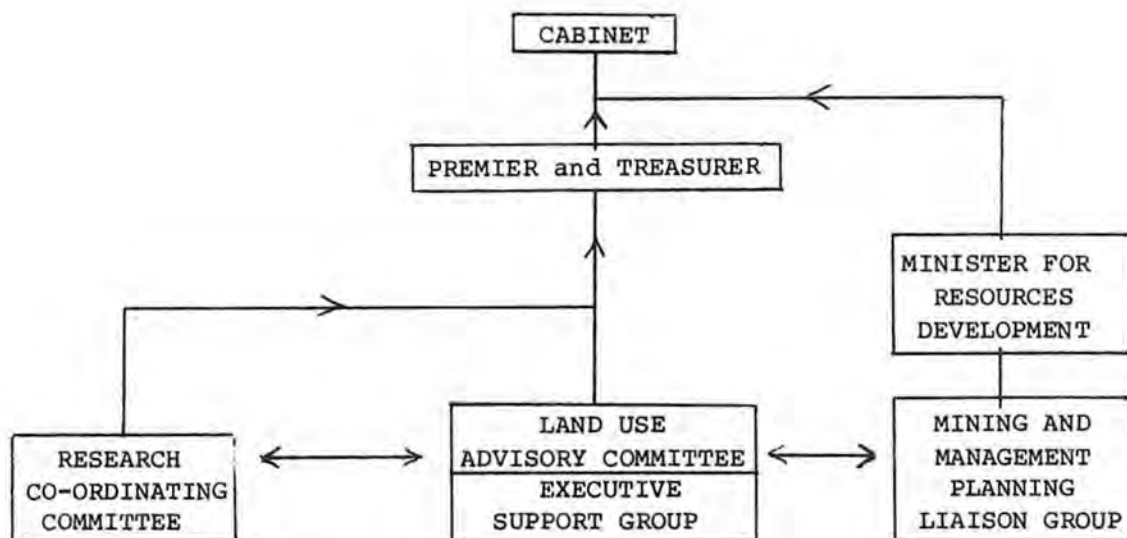
The P&CA Sub-Committee endorsed the general thrust of the Report and recommendations of the Darling Range Study Group, and in September 1982 the former Cabinet agreed to release the Report and invite public submissions; and that the Chairman of the Group remain to assist in collating the public responses and to continue as Chairman of any Executive Support Group.

At that time, Cabinet deferred decision on action on any of the recommendations contained in the Report.

Twenty-four submissions were received in response to public examination of the Darling Range Study Group Report, and the majority of these supported the general thrust of the Report and its recommendations.

Some of the recommendations contained in the Study Group's report relate to matters reviewed by the Task Force and were therefore deferred. However, the current Government has continued the role of the Chairman of the Darling Range Study Group and has requested him to proceed with the development of framework plans by departments.

Organisational arrangements for Land Use Advisory Committee, Executive Support Group and related committees, as proposed by the Darling Range Study Group.





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

In 1982 Mr. D.J. Collins, then a senior town planner for the Government, undertook an "Urban Land Development Review" for the Minister for Urban Development and a Cabinet Sub-Committee. The review was aimed at preparing recommendations for the centralisation of Government involvement in urban land development, including management, and examining the broader issue of problems associated with the Government's overall land management task.

Collins' First Interim Report was presented in July 1982 and, in summary, it concluded that the land use planning and management system is fragmented and extremely complex resulting in inefficiencies, costly delays, and duplication of effort, and that the advent of the Land Information System provided an opportune time for a review of the land use planning and management process.

The report recommended a restructuring of land management agencies and functions to form a Department of Land Planning and Management.

The proposal for such a department was intended to integrate those organisations which contribute basic functions to the land management process or which have a direct statutory involvement. It was seen as a large but not unmanageable department which could be organised to work on an executive (corporate) management basis, retaining where necessary existing statutory functions.

The proposed Department would involve an amalgamation of Lands and Titles responsibilities, and would also include the Land Information Centre, the Valuer General, and a parks management component. The Report also suggested the amalgamation of the Department of Conservation and Environment and the Town Planning Department into a single Department under the same portfolio as the Department of Land Planning and Management.

The Report considered that all real property held by any Government or semi-Government agency should be part of a State Asset, for which the Government should maintain overall responsibility.

The Second Interim Report by Collins was not as far-reaching in its recommendations for reorganisation.

It concentrated on centralisation of land acquisition, development and sale activities, and recommended that government land market activity be centralised within a single organisation ("Land Unit") which would be part of a re-organised Department of Lands and Surveys. The "Land Unit" would absorb the activities and appropriate staff of the Lands and Properties Branch (Public Works Department), Land Planning and Development Branch (State Housing Commission), Urban Lands Council and relevant parts of the Lands Department.

A "Land Acquisition and Development Act" would replace the land acquisition provisions of the Public Works Act, Land Act and State Housing Act.

The report was not finalised, and with the recent change of Government no action was taken on Collins' interim recommendations, although his Reports have been considered in recent reviews of functions of Government departments.

APPENDIX 4.

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

Department or Agency	STAFF CATEGORIES					Wages & Contract	(\$m) '82 Budget
	Prof	Admin & Cl.	Draft	Gen			
Forests*	101	77	31	331		654	29.8
Wildlife	14	20		42			2.3
National Parks	5	10		4		82	3.0
Kings Park	3	5		5		78	1.6
Bush Fires	1	7		30			1.1
Herbarium	11	1		5		3	0.5
APB	5			16			
Waterways	2	3		7		8	0.7
Lands **							
	142	123	31	440		825	39+

\* Some staff from Forests would go to Timber Bureau

\*\* Some staff would be transferred from Lands to Land Management