



DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT

VESTING AND MANAGEMENT OF CONSERVATION AREAS IN WESTERN AUSTRALIA

A Response from CALM to a Policy Proposal by the WA Conservation Council

INTRODUCTION

In a policy paper released on 15 June 1990, (see Appendix 1) the Western Australian Conservation Council examined the question of the vesting and management of Western Australia's conservation estate and State forests.

The Council concluded that the estate and the forests are being mismanaged. It proposed that the Department of Conservation and Land Management be disbanded and replaced by a new Department of National Parks, Waterways and Wildlife.

The Minister for the Environment immediately rejected the Council's proposal, but directed the Department to prepare a response to the Council's criticisms.

Under the Council's proposal, the new Department would be responsible for all parks, reserves, waterways and wildlife management in Western Australia, but not State forests. Forest management would be assumed by the Department of Agriculture, to which CALM's foresters would be transferred.

These are wide-reaching proposals. Their implementation would involve:

- . The drafting and passage through Parliament of new legislation.
- . Direct, immediate costs probably in excess of a million dollars.
- . Disruption of the flow of work in the conservation estate and State forests.
- . The development of new administrative, financial, policy and staffing arrangements.
- . The transfer of many staff either from one office to another in Perth, or from country centres in the north to centres in the south.
- . New appointments and new equipment and facilities for the new Department.

All the immense labour which has gone into the integration of agencies to form CALM, would simply be wasted.

Very good reasons would be needed to justify changes of this magnitude, together with their consequent human and financial costs.

BACKGROUND

The Government of Western Australia decided, just over 5 years ago, to form the Department of Conservation and Land Management by amalgamating the Forests Department, the Wildlife section of the Department of Fisheries and Wildlife and the National Parks Authority. The new Department commenced operations in March 1985. In 1988, the Government further decided, in the light of a functional review of the Department of Agriculture, to transfer the State's Herbarium to CALM. The Herbarium is now incorporated into CALM's Research Division.

The major aim in the formation of CALM was to improve the efficiency of land management and wildlife conservation, by eliminating overlaps between agencies. Further objectives were to upgrade the standard of management in all land tenures, to introduce the requirement for public participation in land management planning, to bring greater scientific expertise to bear on park and forest management and to modernise the control of the timber industry. A copy of the Second Reading Speech by the Hon Des Dans MLC, on these issues is attached (Appendix 2).

Two fundamental principles underpin the formation of CALM.

Firstly, the purpose for which public land is used and specifically the objectives of land management are ultimately determined by the Government of the day. The CALM Act has also provided for maximum community participation through the National Parks and Nature Conservation Authority, the Lands and Forest Commission, the Forest Production Council and the land management planning process to ensure that the Government has the maximum opportunity to determine the community's requirements.

Secondly, regardless of the objectives of public land management, the same skills are required. This is because the achievement of any objective is dependent on an understanding of the ecosystem and the way the system must be managed to achieve that objective. Hence the advantage of an integrated agency which can bring to bear on any management problem the complete suite of skills required to deal with the complexities of ecosystems.

At the time that the new Department was being considered there was some disquiet from some sectors, principally:

- . From some environmentalists who were concerned about the influence that staff of the former Forests Department would have on park and wildlife management policies and practices; and
- . From resource industries who were concerned about the influence environmentalists within, or operating through CALM would have on the timber, tourism, mining and fishing industries.

Concern was also voiced from staff in the three agencies. These concerns were mainly associated with doubts about future management policies and departmental structures. In addition, departmental restructuring usually poses difficulties for many staff, who understandably worry about the security of their jobs and career prospects.

An Honorary Royal Commission enquired into CALM soon after it commenced. The Commission's recommendation was that CALM remain unchanged.

Five years down the track, CALM has established a high profile, is well accepted in rural areas and has very strong support from its staff. The Conservation Council, and some environmental groups (particularly some individuals) concerned about forests remain uncompromising critics.

FORESTRY MANAGEMENT IN CALM

The question of forestry management has always been, and continues to be central to the debate about CALM.

Three very different views can be taken about forest use. One is that native forests should be utilised freely for all their economic resources (timber, wildflowers, honey, minerals, water supplies, tourism). This view may seem old fashioned but it prevails in many countries of the world today and was probably a majority community view in Western Australia in the first century or so of European settlement.

A second view is that the forest should be viewed entirely as an untouched wilderness, to be enjoyed by humans only as a resource to study, walk through, smell and dream about, and to manage only for the good of the plants and animals. Some sectors of the community espouse this view.

A third approach is to seek some balance between economic uses and wilderness. In such a scheme, parts of the forest can be managed for several compatible uses (including timber harvesting on a sustained yield basis), while other parts are set aside solely for nature conservation and recreation.

In Western Australia, a balanced approach is the one favoured by almost all interested parties: including government, rural communities, industry, CALM staff and most environmental groups. It also conforms with the internationally recognised definition of "conservation", which is "management of human use of the environment so that it may yield the greatest sustainable benefit to present generations while maintaining the potential to meet the needs and aspirations of future generations".

Controversy arises because of two things: (i) lack of agreement about the relative proportion of forests allocated to different uses; and (ii) discontent amongst some environmentalists about the way timber harvesting is carried out and how logs are used.

CALM has moved to resolve the question of land use allocation by regional planning which incorporates public participation. Ten-year forest plans were approved by Government in 1987 and have received wide community support.

Logging and regeneration operations in eucalypt forests are inherently, if temporarily, ugly. Although beautiful new forests develop over time, the sight of a recently logged area is easily equated with "destruction" of the forest and CALM is held responsible. The forestry debate is more than simply one about land use, economics, resource utilisation or nature conservation - it also involves strong, emotional feelings, and philosophical concerns about trees and forests. While most people like and use timber, few like to feel responsible for the felling of trees.

Clearly, State forests **must** be managed and the timber industry **must** be supervised by some agency of government. The present policy is that CALM has these responsibilities.

At the same time, CALM is not simply a forestry agency. CALM has very wide responsibilities outside forestry. Nor is forestry simply about trees. In reality, it is about managing forests for the requirements of the whole community, which include protection of water catchments, nature conservation and recreation and tourism.

The Conservation Council has also raised the separate question as to whether the same agency can or should manage forestry and other aspects of conservation.

These questions are best addressed by looking at CALM's record over the last five years. Considerable progress has been made and these are highlighted in the following section.

PROGRESS MADE BY CALM

1. Management Plans

CALM is committed to formal processes of management planning which incorporate public participation. Since 1985 the Department has produced three regional management plans, four management plans for national parks, one for a marine park, and six management plans for nature reserves plus five species management plans. Two plans have been completed for areas of State forest. All land management plans were prepared by multi-disciplinary teams and involved extensive public consultation, contribution from scientific, specialist, operations and policy staff. The plans were debated and ultimately approved by the controlling bodies and the Minister.

A further two regional plans are in an advanced state of preparation and plans for eight national parks, four nature reserves, two marine parks and one State forest are almost complete. Five plans for other areas (eg, Lane Poole, Leschenault) are in preparation.

Interim guidelines for management have been prepared to help staff protect numerous areas awaiting management plans.

This situation compares to that before CALM's formation when very few conservation areas had management plans, there were no regional plans, and public participation was not part of the planning process.

2. Development of Departmental Policies

On the formation of CALM, a Corporate Executive was established. It comprises the nine senior staff in the Department, ie, the Executive Director, General Manager and the Directors of Research, Corporate Services, Information Resources, Operations, Nature Conservation, National Parks and Forests, plus the manager of the Public Affairs Branch and a team manager. This group operates as a corporate team, meeting approximately fortnightly. It considers all aspects of CALM's responsibilities.

The first decision of the new Corporate Executive was to continue *pro tem* to apply all the policies it inherited for forests, parks, reserves and wildlife from the former separate agencies. Work then commenced on the development of new policies. A schedule of some 50 policy needs were developed and ranked. Preliminary drafting was assigned to specialist staff or multi-disciplinary teams of staff.

In five years 29 policy papers (see Appendix 3) have been prepared by CALM. Each was debated within the Department, and endorsed by the National Parks and Nature Conservation Authority and/or the Lands and Forest Commission as appropriate, and approved by the Minister, before finally being adopted and applied. Seven new policies are in an advanced stage of preparation.

These policies clearly set out CALM's management objectives and the strategies which will be adopted in their pursuit. They provide guidance to staff in preparing management plans and carrying out operations in the field.

All policies are available to the public and are reviewed in the light of comments received. Since CALM was formed, very few significant criticisms have been received from the public on any CALM policy. Furthermore, the range and content of its policy papers clearly demonstrate CALM's commitment to real, integrated conservation.

3. Public Participation

CALM has a statutory requirement to involve the public in planning and management, but it also does this by preference and inclination. Public participation occurs in a number of ways; for example, special interest groups are invited to assist in the preparation of plans; draft plans are published and made available for comment by the public; the controlling bodies (who approve the final plans) have membership representative of appropriate sections of the community. CALM's work is explained to the public in a variety of publications and interpretive signs; workshops and field trips are organised for members of the public; meetings are regularly held between CALM staff and community groups in country areas and in the city.

CALM's forest region plans developed in 1985-87 involved a public participation exercise unprecedented in Australian public land management. Thousands of submissions were received from the public, and were analysed. Substantial changes were made to the draft plans in the light of those submissions.

CALM has established advisory committees to assist with planning and management in many areas of the State.

4. Regional and District Staffing

When CALM was formed there was already a well established regional and district organisation in south west forest areas, but only a handful of staff was scattered over the rest of the State.

CALM has established new regions in the South Coast, Wheatbelt, Metropolitan Area, Goldfields, Greenough/ Gascoyne, Pilbara and Kimberley. Professional, technical, scientific, field and administrative staff have progressively been transferred or appointed to these new regions. Additional ranger staff have been appointed and park workers have been established at Yanchep to free-up park rangers to move out into remote areas.

The progress which has been made in this rapid development is documented in Appendix 4. Significantly, these changes have been made over a period in which total CALM numbers were reduced as a result of Government policy.

5. Financial Management

In the five years since it was formed CALM has improved substantially the proportion of its operating budget from State Treasury covered by its revenue. This has been achieved by major increases in revenue while holding expenditure relatively steady. For example, in the Department's first full year of existence (1985/86) revenue covered only 55 percent of the Department's operating budget. By 1989/90 revenue had been increased to 75 percent of the Department's operating budget. The nett result is that CALM has been able dramatically to increase the provision of services to the community at a reduced cost to the taxpayer.

6. The Timber Strategy

The State's first Timber Strategy was prepared and published by CALM in 1987. This was one of the first timber strategies ever published in Australia and certainly the first to involve extensive public review before adoption. The strategy dealt in detail with the principles of forest management, the demand for timber, the West Australian timber resource, the structure of the industry, forest management, timber allocation and log pricing. The strategy was released in draft form. Comments from the public were sought and used in the preparation of the final document.

Following Government approval of the strategy, many significant changes have been introduced in the management of this State's timber industry. For example, small independent milling companies now have access to first grade logs, where before they didn't; timber royalties have been massively increased; a premium is paid for high quality material; the adding of value to timber produced in Western Australia is encouraged; and there has been a major investment by industry in timber utilisation research and improved technology.

Logging contractors in State forest are now controlled directly by CALM, where previously they were controlled by the timber industry.

The strategy contains a full rationale for controversial aspects of forest management such as woodchipping, clearfelling, log allocation and royalties. The Timber Strategy was endorsed by the controlling bodies, the Minister, State Cabinet, the Timber Industry and bulk of the concerned Western Australian community.

7. Research

CALM has established one of the finest conservation and land management research agencies in Australia. The Director of Research is Dr Andrew Burbidge, an internationally recognised expert on wildlife conservation and one of the most experienced research managers in the country. The division has 50 research scientists and 82 technical and administrative staff, and has an annual budget of approximately \$8 million.

Research studies are organised into 13 scientific programs. These programs encompass all of CALM's responsibilities, from endangered species conservation to silviculture.

A Research Plan is published each year. This sets out details of the work which has been carried out, research priorities and goals, and reports on publications and seminars. The Research Plan is a public document.

8. Endangered Species Management

CALM has prepared the first detailed policies for the conservation of endangered flora and fauna in WA. These policies are accompanied by specific guidelines for operational staff and by management programs in the case of a few priority species (for example, the noisy scrub bird and the rose mallee).

Endangered species conservation and management is a primary focus of CALM's research. Outstanding progress is being made on a number of important species, for example, the numbat, black-footed rock wallaby, woylie, tammar, noisy scrub bird and saltwater crocodile. A management program for the endangered flora of the Northern Forest Region has recently been published and similar documents are being currently prepared for other regions.

CALM staff are currently working on the re-establishment of mammals (which are extinct on the mainland) in some of their former territory, including the Gibson Desert. This multi-disciplinary project involves scientists with both wildlife and forestry backgrounds, each applying special expertise or experience. If successful it will prove to be a watershed in wildlife management in Australia.

9. Marine Parks and Reserves

At the request of the Government, CALM has established the first marine parks in Western Australia at Ningaloo and Marmion. New marine parks have been established in Shoalwater Bay, the Rowley Shoals and the Swan Estuary. The State's first marine nature reserve is shortly being established at Hamelin Pool and plans are currently being worked upon to create new marine parks and/or reserves in Shark Bay and at the Abrohos Islands.

CALM has appointed marine park staff and has established the first marine conservation research unit in the State. CALM's Director of Nature Conservation, Dr Barry Wilson, is a distinguished marine biologist. One of his roles is to chair a committee which is developing recommendations for a comprehensive marine reserve system for West Australian waters.

10. Staff Training and Development

CALM is committed to developing and maintaining a high level of professionalism in its staff. For example, it has developed and instituted a comprehensive training and certification system for park rangers, and the system has been enthusiastically embraced by ranger staff.

The syllabus for the Certificate in Land Management has been completely re-designed so that graduates from the Department's Dwellingup Training School are now trained in national park management, wildlife protection and forestry. A common career structure has been developed so that graduates of the course can (and do) become either national park rangers, wildlife officers or forest rangers.

There have been requests from other agencies and from members of the public to undertake CALM's training courses.

11. Silviculture

CALM has established a specialist silvicultural branch, which has prepared and published a range of detailed silvicultural prescriptions which include wildlife habitat retention measures. These have been endorsed by the Department's Corporate Executive and implemented in the field. CALM silvicultural methods are now described in detail and available to the public.

12. Forest Conservation Reserves

At the time CALM was formed, only a small proportion of South West forests was within secure conservation reserves. Since CALM was formed, there has been a 340 percent increase in the area of forest within conservation reserves (national parks, nature reserves) or proposed for inclusion in conservation parks.

Major new parks include the Tuart Forest National Park, the Mt Frankland National Park, the Shannon National Park and the proposed Pemberton and Mt Lindesay National Parks. Major additions to the Walpole-Nornalup and Warren National Parks are proposed. Over a third of the forest will be in secure conservation reserves by the time the Government's forest region management plans are fully implemented.

In the karri forest, 46 percent of the remaining old growth forest is in national park or forest proposed to become national park, conservation park or nature reserve. For the jarrah forest the equivalent figure is 30 percent and for wandoo it is 70 percent.

13. Conservation Land Purchases

CALM has made an outstanding contribution to conservation by obtaining Government support and approval for purchases of freehold land and pastoral leases for addition to the conservation estate. A total of 48 separate purchases have been made, involving 340,000 hectares, at a cost of \$3.6 million. Significant purchases include:

- . Four pastoral leases and eight freehold locations within D'Entrecasteaux National Park.
- . Four freehold blocks within Cape Le Grand National Park.
- . A large property adjoining Yalgorup National Park.
- . The Mialla Lagoon wetland.
- . Four freehold blocks adjoining Jerdacuttup Lakes Nature Reserve.
- . Freehold land adjacent to Lake Toolibin.
- . A coastal freehold block within the Leeuwin-Naturaliste National Park.
- . Two freehold blocks within Fitzgerald River National Park.
- . Jaurdi Pastoral Station.

CALM has an active Conservation Land Acquisition Committee and has obtained money each year for conservation land purchases since 1985.

14. Sharefarming and Tree Planting

CALM has developed an innovative sharefarming program to encourage tree planting on farms. This program is achieving three things: (i) a new timber resource is being created; (ii) serious environmental problems are being ameliorated; (iii) Farmers are earning income from tree growing and forest management, which in turn is leading to better attitudes to the protection of private forests in WA.

CALM's sharefarming program is now being copied in other States of Australia.

In addition, CALM plants millions of trees to regenerate areas cutover within State forest, and establishes many million more in naturally regenerated areas.

15. Strategic Planning

CALM has developed a strategic planning process to link up our legislation and Government policies to operations in the field. A departmental Strategic Plan has been written and published and is available to the public. This specifies CALM's mission, principal objectives, priorities and immediate goals for the years ahead. The plan is updated annually.

CALM is the first conservation and forest management agency in Australia to prepare and publish a plan of this nature.

16. Occupational Health and Safety

CALM has one of the most successful occupational health and safety programs of any government agency in Western Australia, and has by far the most successful program of any equivalent agency in the country.

CALM was the second most successful organisation in WA in both 1988 and 1989 in the IFAP Safeway Achievement Awards. At the present time nearly half the major work groups in CALM have achieved one year or more free from occupational accidents.

Apart from humanitarian aspects, the great management advantage of this successful program is that it maximises the productivity of CALM's staff resource.

17. Recreation Planning and Management

CALM is committed to providing professionally designed and managed recreation facilities in parks and forests. It has established a specialist branch, written a Sign Manual, undertaken extensive training, appointed recreation specialists to regions, set up a visitor survey system (VISTAT), developed and upgraded hundreds of recreation sites throughout the State. More has been done in this area in the last five years than ever before.

In addition, numerous visitor guides and recreation pamphlets have been published.

18. Visual Resource Management

CALM has appointed professional landscape architects who have developed a policy on protection and management of the visual resource in parks, forests, and reserves, and who train staff and produce guidelines and working plans for visual resource protection.

19. Interpretation and Community Education

A program of environmental interpretation and community education has been developed and is being implemented. Specialist staff have been appointed and some of these are located in regional centres.

The principal focus of this work over the last three years has been to develop interpretative programs within national parks. This has involved special signs, ranger-led activities programs, instructional sessions with school children, talks to community groups and a variety of informative self guiding booklets and pamphlets. The focus for the next three years will be forests and wildlife.

20. Landscape

CALM publishes a great variety of public information and educational material each year. The centre-piece of this program is the journal LANDSCOPE which comes out four times each year. The production and photography are of a high quality and the articles are written by experienced scientific or management staff from the Department. The objective is to promote interest in, and a love for Western Australia's wildlife, parks and forests and to provide a forum in which controversial or important land management and wildlife conservation issues can be discussed.

LANDSCOPE now has thousands of subscribers within Western Australia and a growing number interstate and overseas.

21. Dieback Protection in National Parks and Reserves

When CALM was formed the level of dieback management in national parks, and to a lesser extent some nature reserves, was poor. In particular, park ranger staff were not well trained, the disease was not mapped, little research had been carried out and there were few controls over dieback spreading activities.

Although the dieback situation in south western parks and reserves is still regarded as perhaps the State's most serious conservation problem, substantial progress has been made, for example:

- . Dieback Protection Plans have been prepared and implemented for the South Coast and the Northern Sandplains.
- . A research scientist has been appointed to study dieback in south coast areas, and studies have commenced.
- . All field staff have received training in dieback recognition and dieback hygiene.
- . Disease mapping has been completed for most major national parks, and is continuing.
- . Many tracks in areas where dieback is a particular threat have been closed off, either permanently or during moist soil conditions.
- . Training sessions for shire councils, fishing clubs and other groups on the dangers of dieback and on basic hygiene, have been carried out by CALM staff; dieback information pamphlets and bumper stickers have been distributed.

22. Aboriginal Involvement in Land Management and Conservation

CALM has made substantial progress in the recruitment and training of Aboriginal rangers, and in a wide range of other cooperative arrangements it has been able to develop with Aborigines. Some examples are:

- . CALM was the first government agency in WA to prepare and commence implementation of a five year Aboriginal employment and training plan.
- . CALM has provided staff to train community rangers in remote areas.
- . CALM staff have consulted with Aboriginal groups in the development of management plans and we have incorporated their requirements wherever legally possible.
- . CALM has developed training programs for Aboriginal rangers in the Pilbara and Kimberley.
- . Research staff have worked closely with Aboriginal elders in the deserts on questions of fire management and wildlife habitat, and with Kimberley Aborigines during the CALM survey of rainforests.
- . Regional staff in the Goldfields have contacted Aboriginal communities to advise and assist them in carrying out traditional Aboriginal burning methods in desert nature reserves.

23. Fire Management

CALM has developed a fire policy, and fire management plans for all major forests, parks and reserves in the South-West.

24. Radio Communications

Radio communications have been dramatically improved within CALM and between CALM and other agencies.

25. Volunteers

CALM has developed a comprehensive policy on involving volunteers in conservation and land management work. Over 1000 volunteers are already registered and numerous excellent programs have been instituted (eg, campground hosts in national parks).

26. Timber Utilisation Research

Through its involvement in the Wood Utilisation Research Centre at Harvey, CALM has provided outstanding leadership in improving the efficiency of timber use and providing high value products from low value logs.

These are brief comments only on a few of CALM's wide responsibilities and interests and the progress which has been made since 1985. They are included to provide a backdrop to the Conservation Council's specific criticisms of CALM which are analysed below.

ANALYSIS OF THE CONSERVATION COUNCIL'S JUSTIFICATIONS FOR DISBANDING CALM AND THE NPNCA

The Conservation Council has made numerous specific criticisms in its review of CALM and of the National Parks and Nature Conservation Authority. Below are quotations from their paper and comments by CALM.

1. **"It is increasingly important that Western Australia's unique natural environment be fully protected and well managed. In particular, the conservation estate must be vested in and managed by a competent well resourced agency, dedicated to the protection of the natural environment."**

Comment: Under the Conservation and Land Management Act, national parks and nature reserves are vested in the NPNCA, not CALM. The purpose of this is to give "ownership" of the areas to representatives of the community, rather than to the managing agency itself. The Conservation Council has suggested that both vesting and management be given to the new agency it advocates will be formed. Presumably the NPNCA will disappear.

Disbandment of the NPNCA would be a backward step. The NPNCA has a very necessary independent role and the community representation that it provides is an important aspect of public participation in conservation and land management.

CALM is dedicated to the protection of the natural environment. CALM's published mission is "to conserve Western Australia's wildlife and manage lands and waters entrusted to the Department for the benefit of present and future generations." One of the Department's five primary objectives is "to conserve the indigenous plant and animal species and environmental processes in natural habitats throughout the State". CALM staff believe in these goals and constantly fight for them.

2. **"The NPNCA and the LFC are controlling bodies within the Department of Conservation and Land Management which manages all three categories of public land."**

Comment: This statement is incorrect. Under the CALM Act, the NPNCA and LFC are not "within" the Department of CALM. They are independent bodies responsible directly to the Minister. The two bodies have ex-officio membership from the Department, but these members operate independently in their capacity as members of the Authority, and are in the minority. All management plans are "owned" by the controlling bodies, not CALM.

3. **"In 1988 [CALM] took over the Herbarium."**

Comment: This statement is incorrect. The decision to transfer the Herbarium from the Department of Agriculture to CALM arose from a recommendation of the Functional Review Committee which was accepted by Government. The decision has had the very positive result of ensuring greater application of resources to flora conservation.

4. **"[CALM] now manages about one quarter of the area of WA ... and a very large area of vacant crown land."**

Comment: The data presented are incorrect. CALM does not manage vacant Crown land. Furthermore, the total area managed by CALM is 17.6 million hectares which is 7 percent (not 25 percent) of the area of the State.

5. **"It is now obvious that conservation, exploitation and surveillance cannot be successfully combined in a single department"**

Comment: The Council appears to be focusing on the timber industry in this point. Two options appear to have been considered by the Council: firstly that timber harvesting be incorporated in a conservation agency and second that it be incorporated into an agency dealing with agricultural production. It has opted for the second.

This is an interesting view. In CALM's opinion, timber production as it is practised in Western Australian native forests is quite different from the process of clearing forest and establishing short rotation crops, pasture or horticultural plantations which is the essence of agriculture. Although timber is harvested from forests, these forests are regenerated. The regenerating forests are managed for a variety of purposes other than timber - for example, to protect water catchments, to provide recreational experiences for forest visitors and as habitat for native plants and animals.

Furthermore, there are many different ways timber harvesting operations can be carried out. In CALM's view, the multiple use management of forests is better carried out from a conservation viewpoint - ie, incorporating the expertise of wildlife and recreation specialists - than from an agricultural one.

It is difficult to see a conservation advantage in having forestry overseen by agricultural specialists, rather than the forestry, wildlife and recreation specialists currently within CALM.

There is another irony in the statement by the Council that "conservation, exploitation and surveillance cannot be successfully combined in a single department". The new department they propose to create will be required to do precisely that.

This is because CALM is also responsible for supervision and surveillance of several other "exploitative" industries, including wildflower picking, emu farming, kangaroo shooting and processing, crocodile farming, wild dolphin feeding and tourism in parks and forests. The Conservation Council has not proposed that these functions be transferred to the Department of Agriculture, only forest management.

6. "...people [in CALM] trained in the exploitation of natural resources greatly outnumber those with a background in nature conservation."

Comment: This is incorrect. For example, of the 14 members of the NPNCA, three have forestry training. One of these is the Director of National Parks, who before joining CALM was the Superintendent of Kakadu National Park and an assistant Director of the Australian National Parks and Wildlife Service. The NPNCA is not "in" CALM. It submits to the Minister the management plans which CALM implements.

Within CALM there are 218 professional (university trained) staff. Of these only 83 have forestry degrees, and many of these have second degrees or post-graduate training in other disciplines.

In any case, professional foresters are not simply trained in timber production. The forestry degree involves university training in the basic sciences of botany, ecology, chemistry, soil science, geology and often zoology. It includes courses in land use planning, forest protection, recreation, wildlife management and hydrology. The essence of forestry training is sustainable use not exploitation.

The criticism of foresters by the Conservation Council is strange when it is remembered that Western Australian foresters fought to establish the original forest estate in this State, and subsequently largely developed the forest conservation reserve system which CALM has cemented in place. The Conservation Council's

proposals seem even stranger when it is recalled that all the early battles fought by foresters to protect Western Australia's forests, were fought against agriculturalists.

Finally, if all the foresters within CALM are transferred to the Department of Agriculture, serious gaps in the regional structures and many specialist groups will occur. A number of CALM's staff in the Kimberley, Pilbara, Goldfields and South Coast Regions were originally trained as foresters but have since become experienced park and reserve managers; other professional foresters have become specialists in planning, recreation management, landscape design, environmental protection and ecological research. It would be a waste of money and expertise for these staff to be transferred into the Department of Agriculture in the forest regions, and new appointments made in their place.

7. **"The NPNCA has been ineffective because it is mainly an advisory body and has no control over CALM."**

Comment: The NPNCA is far from being mainly an advisory body. It has the final say on all the management plans submitted to the Minister which CALM must implement on conservation reserves. Through these plans it has full control over CALM. Furthermore, because there are community interests represented on the NPNCA, the community has an opportunity to make representations on any issue being considered by the Authority.

8. **"CALM has frequently failed to consult the NPNCA on conservation issues"**

Comment: The Conservation Council presents no evidence for this assertion and it is simply not true.

9. **"CALM is dominated by people with a background in production forestry who have not acted as effective advocates for conservation."**

Comment: This statement is incorrect. CALM is made up of people with a very wide range of skills, background and experience. For example, of the ten members of the Corporate Executive, only five are foresters and three of these came into CALM from research, not timber management.

In any case, foresters are trained to advocate conservation. The definition of conservation includes sustainable use of natural resources, which is a cornerstone of forestry teaching.

10. **"CALM has failed to adequately protect rare and endangered species, for example Purdie's Donkey Orchid"**.

Comment: CALM has made great strides in Western Australia to protect rare and endangered species, particularly the flora. Firstly, the Department is required to do so under the Wildlife Conservation Act, and its policy on the conservation of rare flora in the wild. Secondly, there is great enthusiasm amongst its staff for this work. Systems are in place in each district office to provide for the protection of rare and endangered flora. CALM has recently published a book on Western Australia's endangered flora, and is regarded as the foremost agency in Australia on this issue. Research and management plans for endangered fauna are also pursued keenly.

CALM staff have located new populations of Purdie's Donkey Orchid, have encouraged research into the orchid's propagation and have undertaken special regeneration burns within a nature reserve as part of the study of the species.

It is difficult to see how splitting the Department would improve the protection of rare and endangered species. In fact, the reverse is likely to be the case as the expertise now within wildlife officers and research scientists in CALM would no longer be directly available to forest managers, as it is within an integrated agency.

11. **"[CALM] has not pushed for the implementation of the EPA's Red Book recommendations"**

Comment: This statement is incorrect. CALM recommended implementation of EPA Red Book recommendations in all three forest region plans, and is doing so again in the Draft South Coast Region Plan, and in submissions on the Kimberley Region and in the Goldfields Region.

CALM is represented on the EPA Red Book Task Force and is a vigorous advocate for implementation of outstanding recommendations.

Dismemberment of CALM would in fact make it more difficult for Red Book recommendations to be implemented. This is because the integrated agency can prepare regional management plans which consider all land tenures at the one time, and can speak with a single voice to the community in support of integrated land use plans.

One of the most serious barriers to sensible integrated land use planning in Western Australia before 1985 was the interagency mistrust which tends to arise when different agencies are responsible for different, but similar, land tenures. This counterproductive situation still exists in many of the Eastern States and in countries such as the USA.

12. **"[CALM] has suppressed significant scientific information about conservation issues and areas"**

Comment: No evidence is presented to support this statement. CALM is not aware of significant scientific studies which have been suppressed, and rejects the statement.

13. **"[CALM] has failed to identify dieback-free areas in order to protect them"**

Comment: This is incorrect. CALM and before it the Forests Department, has been identifying dieback-free areas in State forests for more than a decade and within parks and reserves since the new Department was formed in 1985. Dieback-free area maps are constantly in use by field staff and are used to assist in the planning of all operations or in the assessment of proposals. CALM has produced dieback protection plans for the South Coast area and for the Northern Sand Plains, two of the most important dieback-threatened regions in the State. Before the advent of CALM no dieback protection plans for these areas had ever been prepared, nor had effective preventative measures been adopted.

CALM employs a team of "Dieback Interpreters". These are highly trained specialists who work full-time in the South-West, mapping the disease, preparing base plans for hygiene planning and assisting field staff with dieback management.

14. **"[CALM] has not opposed mineral exploration and mining in conservation reserves."**

Comment: CALM's response to applications for exploration and mining in conservation reserves is governed by the Government's policy "Balancing the Scales", which was brought out in 1987/88. Since 1987 the only mineral leases approved on conservation reserves have involved the transition of pre-existing mineral leases. This transition was guaranteed under the 1978 Mining Act. Since

the Government declared its policy, no mining or exploration tenements have been issued for any national park, or A, B or C class nature reserve.

If CALM was split up and a new Department formed with responsibility for conservation reserves, this situation would not change. The new Department would equally be required to comply with Government policy on mining.

15. **"[CALM] has introduced inappropriate forestry practices into national parks and nature reserves, in particular frequent regular prescribed burning; forestry type firebreaks and roads; and unnecessary and destructive experiments in burning."**

Comment: This is incorrect. No "forestry practices" (whatever these may be) have been **introduced** into national parks and nature reserves. Prescribed burning, firebreak and road construction, and fire research were all conducted in parks and reserves before CALM was formed.

A particular issue which the Conservation Council may be referring to is the scrub rolling of some firebreaks in the Stirling Range and Fitzgerald River National Parks. This procedure was developed by national park rangers in Cape Arid and Kalbarri National Parks and extrapolated to the other parks following the success of the operation at Kalbarri. This is not a forestry practice, nor was it introduced by foresters. The scrubrolling in Cape Arid National Park was carried out before CALM was formed.

Prescribed burning is not regularly undertaken in any park or reserve under CALM's control, other than the burning of buffer zones or strategic strips, or according to approved management plans in forested areas.

The "unnecessary and destructive experiments in burning" presumably refer to fire behaviour and fire ecology studies being undertaken in the Stirling Range National Park, the Gibson Desert and Tutanning Nature Reserves by CALM's research scientists. These experiments are not destructive and they are very necessary if managers are to be provided with the proper scientific basis for planning and operations in a fire hazardous environment such as Western Australia. Appendix 5 is a copy of a response by CALM to an enquiry from the conservation movement about fire research in the Stirling Range National Park.

17. **"[CALM] has not opposed duck shooting and permitted it in over 80 reserves."**

Comment: This statement is nonsensical. Like all government departments, CALM is required to implement Government policy. CALM therefore neither opposes nor promotes duck shooting. The Department provides the Minister with information about the condition of the wetlands and the possible impact of a duck shooting season on waterfowl conservation. It is the Minister, or more usually the Cabinet, who makes the decision.

In the five years since CALM was formed a duck season was declared on three occasions and was not declared on two occasions. In each case the decision was taken by the Minister, not by CALM.

18. **"[CALM] has made excessive provision for the vehicular access to and in national parks, and permitted inappropriate recreational activities in national parks, for example horse riding and 4-wheel driving."**

Comment: This statement is untrue. In the national parks for which management plans have been developed since CALM was formed vehicular access has generally

been reduced, in some cases substantially, rather than increased. In areas still without management plans very little change has been made to the park access which was developed by the former National Parks Authority.

Neither has CALM approved horse riding or 4-wheel driving in any park where these activities were not already allowed by the former Authority. In fact, in some cases traditional horse riding and 4-wheel driving activities in parks have been curtailed by CALM.

19. **"[CALM] has failed to provide data on the area and location of old growth forest."**

Comment: Data about old growth forest have been made available in a number of publications and in answers to numerous Parliamentary Questions over the last five years.

20. **"[CALM] is moving to allow commercial logging in national parks."**

Comment: This is untrue. The Government is moving to have the Act amended to allow logs to be salvaged from genuine necessary operations such as approved road construction within a national park or where a tree has blown down across a track. Any revenue from such an operation would be retained for park management. (This was the policy of the National Parks Authority before the advent of CALM, but became illegal on the passage of the Conservation and Land Management Act.) It is definitely not proposed that "commercial logging" be undertaken in national parks. Even if CALM management proposed to do this (and they do not), the NPNCA would be most unlikely to agree to such a proposal; public opinion would be against it, as would CALM staff.

The amendment would also allow exotic tree species within national parks to be removed at no cost.

21. **"[In State forests, CALM] favours wood production over conservation and recreation."**

Comment: This is not true. All State forests are managed for multiple use including conservation and recreation. Dozens of recreation areas have been established throughout the forest and provision is made for wildlife through the retention of habitat trees in the jarrah forest or the provision of uncut buffer zones through the karri forest. Regrowth forests arising after logging are specifically managed to ensure wildlife species (particularly endangered ones) as far as possible are protected. Only about one percent of State forest is harvested in any one year, and only a very small proportion of this is clearfelled before being regenerated.

In any case, the Conservation Council's proposal would only give more weight to their criticism. By splitting out all experienced wildlife protection, scientific staff and park managers from foresters, there would be much less opportunity than there is now for wildlife and recreation policies to be implemented within State forest.

22. **"[CALM] allows logging in road, river and stream reserves"**

Comment: The only logging which is permitted in road, river and stream buffer zones (these areas are not reserves) is the thinning of even-aged regrowth stands in areas clearfelled and regenerated 50 or 60 years ago, plus some carefully designed experiments carried out on instruction from Government.

In 1988 CALM put forward a proposal to redistribute and to allow some selective logging in parts of road, river and stream buffer zones in the karri forest. The approval of the EPA is required before this can be done. No decision has ever been made on this proposal and it has not been implemented.

23. "[CALM allows] the removal for woodchipping of old growth marri throughout State forests."

Comment: CALM has no choice over whether or not woodchipping occurs in State forests. A Woodchipping Agreement Act was introduced by State Parliament more than 15 years ago and CALM manages the forestry aspects of woodchip production on behalf of Government.

Old growth marri is well represented in conservation reserves throughout the karri and jarrah forests.

The transfer of CALM's foresters to the Department of Agriculture would not alter the situation since the woodchipping industry operates under Government legislation, and would continue to do so after the formation of any new departments or staff rearrangements.

24. "[CALM] has not stopped the overcutting of the mature sawlog resource."

Comment: This is untrue. CALM has stopped the overcutting of the mature sawlog resource. A sustained yield plan for sawlogs was published in the 1987 Timber Strategy. This indicates that the sawlog resource can be sustained indefinitely following a planned and phased reduction which has already commenced and will extend early into the next century. It will be possible to greatly expand the level of the sawlog cut midway through the next century as existing regrowth forests mature; this is a decision future generations will be able to make.

Furthermore, CALM has initiated a major new forest inventory, and this will allow cutting levels to be fine-tuned in the next set of ten year plans if required.

25. "[CALM] continues to allow clearfelling in karri forest and virtual clearfelling in jarrah forest"

Comment: CALM continues to practice clearfelling in some karri forests because a century of experience has shown that no long-term deleterious effects result.

If clearfelling is so devastating, it is surprising that the Boranup forest (which is regrowth arising following clearfelling nearly a century ago) is described by conservationists as "beautiful" and will soon be included in the Leeuwin-Naturaliste National Park, with the support of the Conservation Council.

Thinning is also practised in the karri forest and involves about 30 percent of the area cut each year. This proportion will grow steadily in the years ahead.

A variety of different silvicultural approaches are adopted in jarrah forests, ranging from thinning to selection cutting in which small areas are heavily cut. But even in these areas, habitat trees are retained. As with the karri forest, the silvicultural methods used in jarrah have been practised successfully since the 1920s. Some of the magnificent second growth jarrah forests in the Lane Poole Reserve derived from identical treatments to those which CALM is practising today, with the exception that in those days cull trees (ie, trees without commercial value and not required as habitat, which are preventing good regeneration) were killed by ringbarking rather than poisoning.

CALM would prefer not to have to either ringbark or poison cull trees. We are actively promoting new markets and research into improved utilisation to encourage the use of submarketable material from cutover jarrah areas.

It is difficult to see how the transfer of CALM's foresters to the Department of Agriculture would have an immediate impact on the silvicultural systems adopted in State forest. The Department of Agriculture does not contain staff experienced in forest regeneration.

26. **"[CALM] has failed to recognise the potential threat of the Greenhouse Effect to native forests and exotic plantations and to take into account the likely reduced growth rates in estimating the future log supplies from State forests."**

Comment: CALM does recognise the potential of the Greenhouse Effect but like other scientists, CALM scientists are not yet able to make accurate predictions of effects in the South-West. For example, tree growth rates could be reduced in some areas by a decline in rainfall but could be increased in others by higher rates of carbon dioxide in the atmosphere. Furthermore, any adverse effect arising from the Greenhouse phenomenon is unlikely to occur within the next 20 to 30 years. Although CALM's forestry planning looks ahead 100 years, contractual arrangements for log supplies are only made for 10 or 15 years hence.

27. **"[CALM] has failed to enforce strict controls to prevent the spread of dieback."**

Comment: CALM (and before it the Forests Department) has strict controls to minimise dieback spread and continues to enforce them. Controls are strictly enforced for all operations which are under CALM's direct control, for example timber cutting, mineral exploration, tourism and recreation. CALM has been less successful in controlling random and illegal access through the vast network of forest roads in the South-West. This is a function of simply not having enough staff, and being up against some very determined people involved in illegal activities such as pig hunting within DRA. Splitting the Department will not make this problem easier, but harder, as two separate agencies would need to independently enforce quarantine regulations.

28. **"[CALM] has not opposed mineral exploration and mining in State forests."**

Comment: This is untrue. CALM implements the legislation and Government policy. All applications for mining tenements in State forest are carefully evaluated and recommendations are made to the Minister.

The Minister has specific powers under Section 24 of the Mining Act, but it is the Minister for Mines who ultimately grants tenements or refuses tenements within State forest.

Irrespective of which agency controls State forest, the officers in that agency would be required to comply with the Government's policy on mining.

29. **"[CALM] continues WA's irrational allocation and pricing of sawlogs."**

Comment: CALM has not "continued" anything in this area. A wholly new system was designed and introduced by CALM. It provides more equity and resource security to all timber companies than the previous system. The question of it being "irrational" is a value judgement for which no supporting evidence is presented. CALM regards the system which it has developed for log allocation and pricing as rational. The rationale and the system was described in detail in the draft Timber Strategy which was released for public comment in 1987. The system was finally adopted by Government.

30. **"[CALM] has refused to provide information about the contracts for the sale of sawlogs, including the price for which logs are being sold."**

Comment: All of this information is freely available. In a letter from the Acting Executive Director of CALM published in the "Warren-Blackwood Times" in October 1989, he said "There are no secrets on log royalty. I am happy to provide any enquirer with information about the royalties paid by any timber company in Western Australia."

The rationale for log allocation is explained in the State Timber Strategy document approved by Government in 1987. An up-to-date paper on royalty determination is attached as Appendix 6.

THE BENEFITS OF AN INTEGRATED LAND MANAGEMENT AND CONSERVATION AGENCY

In seeking to dismember CALM the Conservation Council appears not to recognise the important advantages which result from an integrated land management and conservation agency. The principal advantages are:

1. The expertise of people with a wide range of academic training and practical experience can be brought to bear on planning and management tasks. CALM's approach to policy making, preparation of management plans and resolution of tricky conservation or management problems has been two-fold: (i) to set up processes of public participation and consultation so that community views can be clearly heard; and (ii) to establish multi-disciplinary teams to develop options or solutions.

Irrespective of whether it is dealing with questions of karri silviculture, wildlife in the jarrah forest, fire protection of desert reserves or recreation plans in the Bungle Bungle Range, it is a tremendous advantage to CALM to have a diversity of scientific expertise, practical experience and personal opinion available within its staff.

2. Planning can be integrated across land tenures. Before CALM was formed, three separate agencies prepared management plans independently for ecosystems like the northern jarrah forest or the karri forest. The National Parks Authority focused on national parks, Fisheries and Wildlife on nature reserves and the Forests Department on State forests and timber reserves. This prevented a holistic approach to planning, especially from the point of view of designing a representative reserve system, and developing ecosystem-based, rather than tenure-based fire management, access, recreation and disease protection plans.
3. An integrated land management agency is efficient. It avoids wasteful overlap and duplication of services and facilities. It encourages the rationalisation of limited Government resources. It ensures existing resources are focused on priority areas.

There are many calls on the Government purse. In particular, the need for funds for natural resource management, wildlife conservation and biological research is never-ending. It is therefore imperative that scarce financial resources are focused on real needs and not wasted on duplicated or overlapping services.

4. Irrespective of their background or their day to day responsibilities, staff in CALM can draw upon and share excellent administrative and technical supporting services. For example, all staff are serviced by specialists in CALM's human resources (which handles personnel, training, occupational health, safety and industrial issues), mapping, radio communications, publications, plant and vehicle, stores, records, computing services and finance branches. Each of these branches comprises a small group of highly trained specialist staff whose role is to service the needs of field staff in CALM wherever they may be located or whatever their job.

In addition, CALM has a number of small specialist branches that provide scientific and management assistance and guidance to field staff. These include recreation branch, fire branch, planning branch, environmental protection branch, wildlife branch, silviculture branch and inventory branch.

5. In an integrated agency, operational staff with a variety of backgrounds and experience can be rapidly brought into action to deal with emergencies. A classic example was the operational synergy which developed at CALM's famous whale rescues at Augusta. It is now widely accepted that the combined skills of our

wildlife staff (who knew about whales) and our forestry staff (who were accustomed to the organisational requirements of dealing with emergencies through their fire-fighting experience) made the difference between success and failure.

6. Because CALM covers all the major ecosystems in the State and a wide range of land management responsibilities, staff have the opportunity to move from one area to another and become more experienced and knowledgeable. Their perspectives and their understanding of conservation and management issues are constantly being expanded, either through direct experience in different areas or by contact with colleagues. This desirable situation would be brought to an abrupt end by dismantling the Department. An opportunity to greatly enlarge the numbers of trained people working on conservation problems in this State would be lost.

Three concrete examples are as follows:

- . More than 150 CALM field staff have now received specific training in the enforcement of the Wildlife Conservation Act. This represents nearly a four-fold increase in the number of staff in the field trained to deal with aspects of wildlife protection.
 - . Ex-Forests Department field workers previously restricted to State forest now regularly assist with construction and maintenance work and fire-fighting in national parks. Not only has this provided a major new source of national park staff and allowed numerous excellent park management programs to be implemented, it has exposed field workers to the ethos of park management, increased their love for and pride in the State's national parks and provided them with more interesting and rewarding careers.
 - . Nearly 300 CALM managers, field officers and rangers have been formally trained in recreation design, development and management.
7. The integrated agency has allowed the development of an integrated research division. CALM now has the best conservation and land management research team in Australia. All of CALM's biological/ecological responsibilities are addressed and the scientists and technicians within research are a well-knit and dedicated group. Through internal peer review, seminars and critical analysis of research proposals and results there is a constant rubbing-off of values, striving for excellence and sharing of expertise between scientists from different backgrounds. This is enormously healthy. It would be a tragedy to break it up.
 8. An integrated agency provides a single focus for the community with respect to park, reserve, wildlife and forestry issues. This is particularly important in rural areas where groups such as shire councils, bushfire brigades, farmers, conservation groups, sporting clubs and other agencies are continually interacting with Government. To return to a situation of different agencies managing adjoining land according to different policies would be inefficient, counterproductive and frustrating from the point of view of the community and local governments.
 9. Within an integrated agency, land management hardware (eg, fire-fighting equipment, computers, radios, vehicles) can more easily be standardised. Systems can be developed and more easily serviced. For example, CALM has developed a fully integrated Geographic Information System and a computer system based on mainframe at Como Headquarters networked all over the State.
 10. Reforms (whether in policy, attitude, work practices or management plans) are far easier to achieve from within. CALM is promoting change all the time in its drive to achieve its goals of good land management and nature conservation. Rapid changes have already occurred in many areas, and they will continue as the brew of different skills, experience and viewpoints within the Department boils and bubbles.

CONCLUSIONS

The Conservation Council has not produced compelling reasons for the demolition of CALM. On the contrary, the justifications it has put forward are either untrue, unfair or based on a false understanding of the realworld situation in which CALM operates.

The proposal to transfer CALM's foresters to the Department of Agriculture, and to have that department oversee the management of State forest and control the timber industry seems to be based more on ideology than on a serious analysis of the practicalities or advantages.

There are many benefits in retaining an integrated conservation and land management agency in Western Australia. Not the least of these is the need to prevent unnecessary duplication of Government services and therefore wastage of precious resources. Amongst the serious disbenefits not considered by the Conservation Council would be the effect on staff morale and therefore productivity, should a dismantling of the Department go ahead. At a time when the community is crying out for more resources to be directed to the environment, it would be irresponsible to provoke such a situation.

CALM does not regard itself as perfect. We have a powerful vision of where we hope to be in five and twenty years time. We aim to provide a national parks, wildlife conservation and forestry service second to none in the world. We are determined to achieve this goal.

To achieve it, we know we have to perform at the highest level of professionalism. We also know we must have strong support from the Government and the community.

EFFECTIVE 15TH JUNE, 1990

POLICY ON THE VESTING AND MANAGEMENT OF
WESTERN AUSTRALIA'S CONSERVATION ESTATE
AND STATE FORESTS

It is increasingly important that Western Australia's unique natural environment be fully protected and well managed. In particular, the conservation estate must be vested in and managed by a competent, well-resourced agency dedicated to the protection of the natural environment.

Under the existing regime, national parks and most nature reserves in WA are vested in the National Parks and Nature Conservation Authority (NPNCA), and State Forests are vested in the Lands and Forest Commission (LFC). The NPNCA and the LFC are controlling bodies within the Department of Conservation and Land Management (CALM), which manages all three categories of public land.

CALM was formed in 1985 through the amalgamation of the Forests Department, the National Parks Authority and the Wildlife Section of the Department of Fisheries and Wildlife. In 1988 it took over the WA Herbarium. It now manages about one-quarter of the area of WA, comprising 4.8 million ha of national parks and 10.4 million ha of nature reserves, vested in the NPNCA; 1.75 million ha of State forest, vested in the LFC; and a very large area of vacant Crown land.

It is now obvious that conservation, exploitation and surveillance cannot be successfully combined in a single department, especially when people trained in the exploitation of natural resources greatly outnumber those with a background in nature conservation.

CALM'S Management of WA's Conservation Estate

The NPNCA has been ineffective because it is mainly an advisory body and has no control over CALM. Furthermore, CALM has frequently failed to consult the NPNCA on conservation issues.

The performance of CALM as the manager of WA's conservation estate has been very unsatisfactory. CALM is dominated by people with a background in production forestry who have not acted as effective advocates for conservation.

CALM has failed to adequately protect rare and endangered species, for example Purdie's Donkey Orchid. It has not pushed for the implementation of the Environmental Protection Authority's Red Book recommendations, which as a result are being eroded by incompatible developments. It has suppressed significant scientific information about conservation issues and areas, such as dieback and Mt Lesueur. It has failed to identify dieback-free areas in order to protect them, and to enforce strict controls to prevent the spread of dieback fungi. It has not opposed mineral exploration and mining in conservation reserves.

It has introduced inappropriate forestry practices into national parks and nature reserves, in particular frequent, regular prescribed burning; forestry-type fire-breaks and roads; and unnecessary and destructive experiments in burning. It has not opposed duck-shooting and permitted it in over 80 nature reserves. It has made excessive provision for vehicular access to and in national parks, and permitted inappropriate recreational activities in national parks, for example horse-riding and 4-wheel driving. It has failed to provide data on the area and location of old-growth forest. It does not properly control and supervise wildflower-picking on CALM and other Crown land. It is moving to allow commercial logging and commercial tourist developments in national parks.

CALM's Management of State Forests

State forests are managed for multiple uses, including wood and water production, conservation and recreation. As the manager of State forests with responsibility for the planning, management and supervision of wood production and other activities within State forests, CALM has failed to protect the public interest in this publicly-owned resource. It favours wood production over conservation and recreation. It allows logging in road, river and stream reserves, and the removal for woodchipping of old-growth marri throughout State forests. It continues to practise frequent, regular prescribed burning of State forests, especially in spring.

It has not stopped the overcutting of the mature sawlog resource, and continues to allow clearfelling in karri forest and virtual clearfelling in jarrah forest, including poisoning of unwanted trees over large areas. It has failed to recognise the potential threat of the Greenhouse Effect to native forests and exotic plantations, and to take into account the likely reduced growth-rates in estimating the future log supplies from State forests. It has failed to enforce strict controls to prevent the spread of dieback. It has not opposed mineral exploration and mining in State forests.

It continues WA's irrational allocation and pricing of sawlogs, most of which go to large, inefficient sawmills that pay the State the lowest prices. It has introduced 15-year contracts for the supply of sawlogs to the big timber companies when the future availability of the resource is uncertain. It has refused to provide information about the contracts for the sale of sawlogs, including the price for which logs are being sold.

POLICY

The Conservation Council recommends that:

1) The Department of Conservation and Land Management should be restructured as specified below:

1.1 The forestry section of CALM should be transferred to the Department of Agriculture where it should have responsibility for the wood production areas of State forest only. It should give advice to private landowners about tree-growing on private property, but should not engage in large-scale commercial ventures in competition with the private sector.

1.2 The national parks and wildlife section of CALM should be upgraded and amalgamated with the Waterways Commission to form a new National Parks, Waterways and Wildlife Service (NPWWS). The NPWWS should have the vesting and responsibility for the protection and management of WA's national parks, conservation parks, regional parks and nature reserves (including road, river and stream reserves and King's Park), waterways (including estuaries and wetlands), marine parks and marine nature reserves, and future wilderness areas.

1.3 The NPWWS should have responsibility for the protection of native flora and fauna, wildlife research, rare and endangered species, and wildflower-picking on Crown land, including State forest.

1.4 The NPWWS should plan and implement all fire management in relation to areas under its control.

1.5 The NPWWS must be adequately funded so that it can properly protect and manage WA's conservation estate, and its unique native flora and fauna.

2. As a matter of urgency, a full public enquiry should be held into the forest industries and forest management practices in WA.

App 2.

Personal Explanation

Hon. S. M. PIANTADOSI: I seek leave under Standing Order No. 77 to make a personal explanation. I claim to have been misunderstood and misrepresented.

Leave granted.

Hon. S. M. PIANTADOSI: During my speech, I said that in speaking to Mr Minniti he stated that he was trying to get through to the Premier, but that he had some difficulty. It was at that stage that I offered to bring him to the Premier, because I knew that the Legislative Assembly was sitting at 10.45 a.m. I made the offer—after he had said that he had difficulty in getting through to the Premier. He said that he had been given one telephone number and another, but he could not contact the Premier. That is why the offer was made to him by me personally to bring him to the Premier in the first instance.

Motion Resumed

Question put and a division taken with the following result—

Ayes 15

Hon. C. J. Bell	Hon. N. F. Moore
Hon. V. J. Ferry	Hon. P. G. Pandal
Hon. Tom Knight	Hon. I. G. Pratt
Hon. A. A. Lewis	Hon. W. N. Stretch
Hon. P. H. Lockyer	Hon. P. H. Wells
Hon. G. C. MacKinnon	Hon. D. J. Wordsworth
Hon. G. E. Masters	Hon. Margaret McAleer
Hon. I. G. Medcalf	

(Teller)

Noes 10

Hon. J. M. Brown	Hon. Robert Hetherington
Hon. D. K. Dans	Hon. Mark Nevill
Hon. Graham Edwards	Hon. S. M. Piantadosi
Hon. Lyla Elliott	Hon. Tom Stephens
Hon. Kay Hallahan	Hon. Fred McKenzie

(Teller)

Pairs

Ayes	Noes
Hon. John Williams	Hon. J. M. Berinson
Hon. Neil Oliver	Hon. Peter Dowding
Hon. H. W. Gayfer	Hon. Garry Kelly

Question thus passed.

DENTAL PROSTHETISTS BILL*Personal Explanation*

HON. P. H. WELLS (North Metropolitan) [4.44 p.m.]: Under Standing Order No. 75 I seek leave of the House to make a personal explanation related to a statement I made during the second reading of the Dental Prosthetists Bill.

Leave granted.

Hon. P. H. WELLS: On reading my duplicate of the *Hansard* speech, I note that following some interjections I made a reference which would not be true in all senses. It should be corrected while the Bill is under consideration.

I said that it would be interesting to look at the situation in Victoria, New South Wales, and Tasmania. I said that those States first established the provision of registration for all dental technicians, and the establishment of qualifications standards. I then stated, "Thereafter they provided for technicians to progress and to operate within the public area". That statement is not 100 per cent correct.

The statement is correct for New South Wales, which brought in legislation in 1975. Tasmania introduced legislation in 1957; and although I did not read that legislation in its original form, I assumed that it was the same as the New South Wales legislation because it was referred to in the debate in New South Wales. Therefore, as far as I know, that statement is correct in relation to Tasmania.

However, in relation to Victoria, my statement was certainly incorrect because, at the same time as introducing legislation for registration, the Victorian Government also allowed advanced technicians to work on the public. That did not apply to technicians generally, but to advanced technicians only. That statement should be corrected.

It is not true that all the States were similar. Certainly in Victoria, at the beginning, the technicians were allowed to work on the public provided they were advanced technicians.

CONSERVATION AND LAND MANAGEMENT BILL*Receipt and First Reading*

Bill received from the Assembly; and, on motion by Hon. D. K. Dans (Leader of the House), read a first time.

Second Reading

HON. D. K. DANS (South Metropolitan—Leader of the House) [4.48 p.m.]: I move—

That the Bill be now read a second time.

This Bill represents the most significant advance for public land management and conservation in Western Australia's history. Developing an effective system of public land management in Western Australia, a system which will ensure the protection of our lands, the conservation of our unique flora and fauna, and the provision of facilities to ensure that the people can enjoy our natural environments, is a daunting task, but it is also an exciting challenge.

The fact that much of Western Australia's lands are the most ancient in the world, our isolation, and climate, are the principal reasons that our landscapes, soils, vegetation, and flora are unique. This uniqueness—for example 8 000 plant

species are endemic to Western Australia—means that we have responsibility, not only to this State, but to the rest of the world, to ensure that we do conserve our ecosystems for future generations. Ironically, it is the very characteristics of our lands that are responsible for their uniqueness which makes this task so difficult. It is these characteristics which make our ecosystems so fragile.

It does not require a scientific study to conclude that much of our lands have suffered from extreme land degradation. Even short excursions into the rural areas reveals the extent of salination, rural tree decline, and wind and water erosion. Nearly 1 000 of our endemic plant species and 116 species of native fauna are endangered. Even the numbat, the State fauna emblem, is at risk.

It would be unfair and incorrect to blame any sector of our society for the land degradation that has occurred. Much of this degradation could not have been avoided because it occurred before we had the knowledge to manage the land properly; and we have all shared the considerable benefits that have resulted from exploitation of the land. It is possible now, however, because of major advances in our knowledge of natural ecosystems and land management technology, and the recognition by sections of the community of the importance of our natural environment, to redress the errors of the past. We can maintain production from the land, prevent its degradation, and conserve its unique resources, if we can harness this technology and the goodwill in the community at large.

Over 53 per cent of the land surface of this State is public land. Clearly, it is the responsibility of the Government, or more accurately, the collective responsibility of the people of Western Australia, to ensure that at least in this part of the land estate, we do have good land management and that we conserve our rare flora and fauna; but, it is also the responsibility of the Government to assist those who own private land to practice good land management and to conserve, where possible, our flora and fauna, because the benefits of good land management on private lands, accrue not only to the individual owner, but also to the State as a whole.

While it is easy to point to neglect of land management, we should not overlook the fact that much has been achieved. The fact that there is such a broad community recognition of the need for better public land management and conservation of our flora and fauna is a major achievement in itself, but there are also concrete examples.

In May of this year, this Government accepted the recommendations of the System 6 study which was the final study in a series of studies initiated in 1972 by the Tonkin Government, to create a system of reserves and national parks throughout the State. I wish to pay tribute to the public servants, members of community and industry groups, and to the previous Government, for their contribution to this 14-year study, which has resulted in the formation of a comprehensive system of reserves and national parks throughout the State.

As significant as this achievement is, the whole exercise will be academic if we do not provide the legislation, administrative arrangement, and the resources, to ensure that these reserves and parks are managed effectively. There must also be effective management of public lands outside those which have been reserved for special purposes. It is essential that we manage to preserve options for their future use, for without effective management, we will not have the luxury of deciding what they can be used for. There is little use for land that is saturated with salt or which has lost the top metre of its soil.

Much of our land, including many of our national parks, will rapidly deteriorate if we do not upgrade our management. The nature of many of our natural ecosystems is such that once they have degraded beyond a critical level, their rehabilitation is almost impossible. Much of our public land is at that critical point.

The achievement of a reservation of a comprehensive system of representative ecosystems throughout the State can be viewed as a first step. I believe this Bill heralds the beginning of the second and equally important step—the provision of legislative and administrative mechanisms which, with additional resources, will provide for effective management of these reserves and the remainder of the public land estate.

When this Government took office, one of the most difficult areas that it was confronted with was public land management. There were three major problems. Firstly, the whole question of public land management was controversial. Large amounts of resources were consumed in emotional confrontations between Government agencies, community groups, and industry. Secondly, it was obvious that public land management had been grossly under-resourced by successive Governments for decades. The third problem was that the Government system of public land management was grossly inefficient. Land management was being carried out by several different Government agencies with little co-ordination, and with duplication of functions.

The Government established a task force on land resource management to carry out a comprehensive review of land resource management. The task force produced its interim report in October of last year and its final report in February of this year. This was the most comprehensive review of land resource management that has ever been undertaken in the history of the State and involved extensive consultation with community groups, industry, local authorities, and Government agencies.

The task force made recommendations in three main areas. Firstly, the task force, recognising that a prerequisite to proper land management was wise land use, identified the need for land use planning in rural areas and made a number of suggestions as to how this could be achieved. These recommendations were referred to the statutory inquiry into planning because of their obvious relevance to that inquiry and the need, acknowledged by the task force, for further consultation, particularly with local authorities, before any acceptable system of land use planning could be introduced.

Secondly, the task force identified the need for a mechanism to co-ordinate the Government's own land resource policy. Cabinet accepted the recommendation to form a land resource policy council, within the Department of Premier and Cabinet, made up of the permanent heads of relevant Government agencies.

The third set of recommendations of the task force related to management of the land. The task force, after evaluating a variety of approaches to land management, concluded that the only way that Western Australia could have an effective land management system, was by the formation of an integrated land management department. Cabinet accepted this recommendation, in principle, and directed that, in the initial phase of the implementation, a new integrated Department of Land Management be formed from the National Parks Authority, the Forests Department and the wildlife section of the Fisheries and Wildlife Department.

The proposal was referred to the Chairman of the Public Service Board for implementation and an implementation group has been working over the last several months drawing up the necessary administrative arrangements and legislation to achieve this amalgamation. It is this legislation, the Conservation and Land Management Bill, which is now before the Parliament.

This Bill is designed to achieve three main objectives—

Firstly, to ensure the security of tenure and purpose of lands which have been reserved for nature reserves, national and marine parks, other lands reserved for conservation and recreation, and State forest and timber reserves;

Secondly, to provide a mechanism for public participation in land management policy formulation; and

Thirdly, to provide the legislative basis for an administrative system of land management which allows effective management of the public lands of Western Australia in the most efficient way.

The legislation involves the repeal of the Forests Act and the National Parks Act and, consequential amendments to the Wildlife Conservation Act, to make it compatible with the new Bill.

A number of the clauses in this Bill have been taken directly from the Acts to be repealed as they are concerned with technical matters pertaining to land management. Explanatory notes have been provided to assist members' understanding of the Bill, how the department will function, and the relationship between this Bill and other initiatives that the Government has taken in this area.

The major features of the Bill are the provisions for reservation and revocation of land reserved for special purposes, the creation of a Department of Conservation and Land Management—which includes three statutory policy forming bodies—and the provisions for management of land vested in the policy forming bodies. To assist members' understanding of the relationship between the policy forming bodies, the department, and the Minister, a structural diagram was attached to the explanatory notes that have been circulated.

This Bill applies to land that has been reserved as State forest, timber reserves, national parks, nature reserves, marine parks and marine reserves, and other land which has been reserved for the purpose of conservation and recreation. The legal mechanisms which are used to vest land and the procedures for revocation of that land remain essentially unchanged from those which existed in the Acts that this Bill will replace. This Bill does not change the security of purpose or tenure of any public land. The Bill has been amended, however, to give all future national parks the equivalent of an "A"-class security.

The Bill includes a provision to allow for the reservation of marine parks and reserves, none of which currently exist in Western Australia, despite the fact that our marine environments are of equal significance to those on our lands. These provisions are based on the existing clauses in the Fisheries Act to create aquatic reserves.

The Bill establishes three statutory bodies—a Lands and Forests Commission, a National Parks and Nature Conservation Authority, and a Forest Production Council.

The Lands and Forests Commission consists of two members from the community who will represent conservation and production interests respectively and the executive director of the department. Lands reserved for production will be vested in this commission. Its principal function will be to advise the Minister on forest production policy for forest lands reserved for production, to be responsible for the preparation of land management plans for forest production areas, and monitoring the implementation of these plans.

The National Parks and Nature Conservation Authority, which essentially represents an amalgamation of the existing National Parks Authority and the wildlife authority, has a majority representation of members of the community who have an interest or special expertise in conservation, recreation, and natural surroundings.

The Bill has been amended to increase local authority representation to two and to include a representative of fishing interests. This authority has vested in it all lands that have been reserved for conservation or as national parks. It is the intention of the Government to vest in this authority those areas of State forest which have been set aside for conservation or as national parks. It has the function of advising the Minister on conservation policy throughout the State and is responsible for the preparation of land management plans and the monitoring of these plans.

The Forest Production Council has a majority representation of industries which are concerned with forest production. It includes members who are representative of all sectors of the timber industry, from the growing of trees to the final processing of the product.

This is the first time that a formal body has been created to advise the Minister on forest production policy. The Bill has been amended to provide for the Director of the Timber Bureau—a non-statutory body to be established in the Department of Premier and Cabinet—to be a member of the Forest Production Council. The Bill establishes a Department of Conservation and Land Management which has three main functions. Firstly, the department is responsible for managing public land vested in either the commission or the authority, according to the policy determined by those two bodies and the Minister.

Its second function is to provide a management service to other Government agencies, local

authorities, community groups, and private bodies, to manage land under their control or to provide technical advice on land management. The Bill has been amended to provide for consultation with local authorities before the department enters into management agreements. The department is also responsible for administration of the Wildlife Conservation Act.

The Bill has been amended to ensure that the executive director of the department has appropriate tertiary qualifications. The incorporation of this amendment in the Bill ensures that the qualifications, terms, and conditions of appointment, and therefore independence of the executive director, follow those laid down in the Forests Act for the Conservator of Forests.

One of the most important areas of this Bill are the clauses dealing with the management of land vested in the commission and the authority. The Bill clearly sets out the objectives of management for each category of land vested in the commission and authority, and places constraints on the activities for which this land can be used to ensure that it is managed for the purpose for which it is vested.

A feature of the management provisions are the requirements that land management plans be produced and that these plans be subject to public review. The Bill has been amended to preserve confidentiality, and to increase community awareness of land management planning, and requires compulsory submission of land management plans to the local authority in the area for which they are being produced.

This legislation significantly improves the security of tenure and purpose of public lands that have been reserved for special purposes. A large proportion of the land which is vested in the commission and the authority cannot have its tenure revoked without the agreement of both Houses of Parliament. The security of tenure of those reserves which do not have "A"-class status has been increased by the provision that changes to their tenure must be referred to the commission or the authority. In addition, for the first time, there is established in the Statutes a legal procedure to reserve marine areas for conservation or as parks.

While it is important to safeguard the tenure of public lands, such safeguards are pointless if management is not in sympathy with the purpose for which they are reserved. The legislation ensures that the purpose of the reservation is adhered to by placing a statutory obligation on the commission, the authority, and department, to manage the land according to specified objectives. For example, forest production lands must be managed to en-

[COUNCIL]

ained yield and to permit multiple use. Commercial exploitation of forest produce or permitted on national parks or nature reserves. The Bill has been amended to prohibit the granting of leases or licences in wilderness areas.

While it is possible to enshrine in any Statute specific objectives or limitations on activities, the most effective safeguard for security of tenure and purpose of land is a provision for public review. This legislation, by ensuring broad community representation in three policy bodies and by requiring public review of land management plans, means that no action—by the Government, the policy forming bodies, or the department—which involves changing the security and tenure of any reserved land, can take place in secret.

The Government believes that the most effective way of avoiding the confrontation that has been a feature of public land management over the past decade and replacing it with a consensus approach, is by providing formal mechanisms for public participation in policy formulation. The legislation achieves this by the creation of three statutory policy forming bodies which have broad community representation and by the statutory obligation to involve the public in land management planning.

While it is the responsibility of the department to carry out management of public land, that management is being carried out for the public and, accordingly, the public have a right to participate in formulating the policies which determine management procedures.

As important as it is to ensure the security of tenure and purpose of reserved lands and community participation in land management policy formulation, these provisions would be worthless if we were not able to manage those lands that have been reserved.

At an early stage of the review of land resource management, the Premier acknowledged that the problems of under-resourcing of Government land management agencies would not be overcome simply by reorganising existing agencies. But he made it very clear that the Government was not prepared to increase expenditure in this area until it could be demonstrated that extra expenditure could be used in the most efficient way.

Clearly, efficiency is essential because in a State the size of Western Australia, with a huge area of public land and a small tax base, it will always be difficult to provide adequate resources for public land management.

I do want to dwell on the inadequacies of the current system of public land management lest it be thought that the Government is criticising the

public servants in existing land management agencies. Clearly it is the failure of successive Governments to develop efficient public administration systems, not the Public Service, which is responsible for the current situation. But, a few examples are sufficient to illustrate how irrational the existing arrangements are.

Currently, three Government agencies, operating from the same country town, carrying out similar functions, are so independent of one another that they have three different and incompatible communication systems. Can we justify a situation where the National Parks Authority, because of its size, has no option but to purchase vehicles from another Government agency, which sells them because it would be inefficient to maintain them? Similarly, it is difficult to determine the rationale for several independent bushfire organisations, a system which has, at times, led one agency to despatch its units from Perth to a fire in the lower south-west simply because it did not have local units available.

It is fair to say that although there are numerous examples such as the ones I have cited where there is obvious inefficiency and lack of co-ordination, the simple fact is that there are so little resources available for some land management agencies that duplication is virtually impossible. But this only emphasises the Government's concern that should additional resources be provided without rationalisation of the agencies concerned, excessive duplication would be inevitable.

The new system of public land management which will be possible when this Bill is proclaimed, in summary, involves the formation of an integrated agency which will implement the policy formulated by bodies which have broad community representation.

This system, while ensuring the protection of the lands that have been vested in the commission and the authority, allows the most efficient use of the resources available for management. For example, in an integrated land management agency, all of the administrative overheads associated with any Government department can be minimised by incorporating them into one system. Financial systems, clerical services, computer systems, publications, communications systems, drafting facilities, are all services which can be provided more efficiently simply because of the economies of scale.

Even more significant efficiencies can be achieved by amalgamation of the technical support systems, which are vital components of any land management agency. Thus, none of the component agencies involved in this amalgamation

has the resources or personnel with the required disciplines to form an effective land management planning unit. By amalgamating the three agencies, a unit can be created which is large enough to be viable and which has the range of scientific disciplines necessary to carry out land management planning.

Research, training, fire management, and disease control, are just a few of the other functions which are common to the three agencies concerned, and which will be able to be carried out more effectively and efficiently in the new department.

There has been criticism that the new department will be too large and consequently suffer from the problems attributed to large organisations. The proposed Department of Conservation and Land Management is not large by any standards, but the department has been designed to ensure that it does not suffer from bureaucratic inertia.

One of the features of the new department is its regional system of management. Most of the staff of this agency will be located in 10 regional centres covering the whole State. Each region will have considerable autonomy. This regional system of management will ensure that the department retains the benefits of a small organisation, while retaining the advantages of an organisation which has sufficient resources to provide the services essential to a land management agency.

For example, a region based in the Pilbara will be staffed with personnel with skills appropriate to the main function of the department in that region—national park and nature reserve management and wildlife administration. Regional administration will be controlled by a regional manager ensuring that public land management in the region is sensitive to the local environment and local people. But the region will also have access to the services which can only be provided by the whole department, such as aerial photography, drafting, information services, and all routine administration. Research and land management planning are two functions that can only be provided efficiently from a relatively large organisation and these services would be provided to each of the regions.

The proposal to form an integrated land management department has received broad support from groups representative of a spectrum of interests. They see in this proposal significant advantages to the organisations they represent. To local authorities it will result in improved liaison, better co-ordination, more effective public land management in their shires, the opportunity for

participation in land management plan formulation, and greater sensitivity to local management problems.

The conservation movement will benefit because it will be able to participate in policy formulation and substantially more resources will be available for wildlife conservation, and national park and nature reserve management.

The timber industry has supported the proposal because, for the first time, it will have a formal mechanism, the Forest Production Council, to participate in policy formulation and the land management planning proposals will give it the long-term security over timber resources that is needed before it can invest in the modern processing facilities that are essential to improve utilisation and increase its ability to compete.

To the public servants involved, the proposals mean that they will have greater options for employment and improved opportunities for promotion.

Ironically, the only significant opposition has come from some sections of the conservation movement who view the proposal as a takeover by the Forests Department and some members of the Opposition who interpret the proposal as a dismemberment of the Forests Department.

Since these are mutually exclusive propositions, they both cannot be right. In fact, both are wrong.

This Government rejects completely the proposition that the Forests Department, or specifically foresters, are not capable land managers. As is the case in any Government agency or profession, there are a range of philosophies.

The fact is that with the Forests Department, there is a very strong disposition towards conservation, a disposition which was reflected in the strong opposition that foresters voiced to the expansion of the bauxite mining industry.

Another reason given for exclusion of the Forests Department from an integrated land management agency is that the production function of that department would be in conflict with other functions of the integrated agency. There are three principal reasons why this proposition is not valid—

Firstly, over much of the forest estate, the forest is already managed for a number of different uses, including conservation and recreation, as well as production. This requirement to manage forest production areas for multiple use has been made mandatory in this Bill. If the argument that foresters are unsympathetic to non-productive uses of forest lands is accepted, and I stress that this is

not the Government's view, then logically, it can be argued that the inclusion of wildlife and national parks personnel with forests in an integrated agency will substantially improve the conservation and recreation values of those forest lands which have been reserved for forest production. But, if it is argued that a production and conservation function in a land management agency cannot be mixed, then how can one explain why the Forests Department has been able to successfully undertake these functions?

Secondly, as I have already outlined, very stringent provisions in this Bill ensure that there is no conflict between the production function and conservation and recreation functions of the new department. I do not want to list these provisions again in detail, but I point out that the National Parks and Nature Conservation Authority will be responsible for management of conservation and national park areas and there is a specific provision excluding commercial forestry activities in national parks and nature reserves.

Thirdly, contrary to what has been suggested, inclusion of production as one of the functions of the new integrated agency will bring substantial benefits to conservation and recreation. In effect, the staff and resources which must be employed for production forestry and for which there is a revenue return for the Government, can be utilised for conservation and recreation activities. As I have already noted previously, the overheads that are associated with the running of any agency can be shared and the costs of such overheads minimised. Thus, without detracting from the resources devoted to production forestry, it is possible to provide substantial additional resources for the conservation and recreation functions of the new department.

The Government is confident that all public servants, whether their particular discipline is engineering, wildlife biology, forestry, geography, or environmental science, will carry out the policies of the Government, provided that they have an appropriate organisation and the resources necessary.

The Department of Conservation and Land Management has been designed to reflect a new concept in public land management. It will not be dominated by any existing agency, profession, or discipline.

The concept of an integrated land management agency is based on the fact that effective land

management can only come from an understanding of ecosystems and how to manipulate these ecosystems to achieve an objective. Thus, it does not matter whether the objective is to preserve numbat habitats, grow more trees, or provide for recreational opportunities in the natural environment, the same knowledge and skills are required. The complexities of ecosystems and ecosystem management is such that no single profession, discipline or manager, has all the knowledge or experience necessary. It is only by integrating all the knowledge and skills that are available that we can begin to develop an effective land management system in this State.

This Bill provides the administrative mechanism to achieve that integration, while ensuring that management objectives that are decided upon for the land that has been reserved, are compatible with the purpose of the reservation and reflect the desires of the public for whom the land is being managed.

When this Bill is proclaimed, we will have in Western Australia, the most efficient land management agency in the Commonwealth. The Government is committed to ensuring that this agency will have the resources required to make this State's public land management system the best in the Commonwealth.

I commend the Bill to the House.

Debate adjourned, on motion by Hon. V. J. Ferry.

4 pp 3

DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT

INDEX TO POLICY STATEMENTS

(ISSUED MAY 1990)

<u>NO.</u>	<u>TITLE</u>	<u>DATE OF ISSUE</u>
1.	Planning	January 1986
2.	Basic Raw Materials (Revised)	October 1989
3.	Dieback and Logging (Revised)	December 1988
4.	Department Advisory Committees	December 1985
5.	Research and Technical Publications (Revised)	August 1988
6.	Staff Training and Career Development	January 1986
7.	CANCELLED	
8.	Financial Management	May 1986
9.	Conservation of Endangered Flora in the Wild	September 1987
10.	Rehabilitation of Disturbed Land	November 1986
11.	Protection of Aboriginal Sites	-
12.	Arbor Day	August 1986
13.	Taking of Protected Flora in the Kimberley Region	December 1986
14.	Weeds on CALM Lands	November 1986
15.	Public Participation	April 1987
16.	Computer Purchase and Use	December 1986
17.	Housing	February 1987
18.	Recreation	April 1987
19.	Fire Management	May 1987
20.	A Marine and Estuarine Reserves System in Western Australia	October 1989
21.	Communications	August 1987
22.	Taking, Keeping and Display of Live Reptiles	January 1989

NO.	TITLE	DATE OF ISSUE
23.	Conservation and Management of Emus	May 1990
24.	Conservation and Management of Saltwater Crocodiles	-
25.	Community Education and Interpretation	January 1988
26.	Equal Employment Opportunity (Revised)	February 1990
27.	Conservation of Native Vegetation in Rural Areas	-
28.	Reporting, Monitoring and Re-evaluation of Ecosystems and Ecosystem Management	September 1988
29.	Captive Breeding and Cultivation of Endangered Species and Their Re-establishment or Translocation in the Wild	March 1990
30.	Harassment in the Workplace	December 1988
31.	Management of Reserves for the Conservation of Nature	March 1990
32.	Volunteers	September 1989
33.	Conservation of Endangered and Specially Protected Fauna in the Wild	-
34.	Visual Resource Management of Lands and Waters Managed by CALM	November 1989

POLICIES "IN THE PIPELINE"

Conservation and Management of Saltwater Crocodiles.

Conservation of Native Vegetation on Rural Lands.

Management of Designated Wilderness Areas.

Involvement of Aborigines.

Beekeeping on CALM Lands.

Appendix

APP 4

Reallocation of staff within CALM, 1985-89

	1985	1989/90
Pilbara Region		
Professional	2	4
Field staff	3	5
Rangers	2	7
Crews	4	2
Admin/clerical	1.5	2.5
	<hr/>	<hr/>
	12.5	20.5
Kimberley Region		
Professional staff	1	5
Field staff	3	5
Rangers	1	9
Crews	4	5
Admin/clerical	1	2.5
	<hr/>	<hr/>
	10	26.5
Greenough/Gascoyne Regions		
Professional staff	0	7
Field staff	3	7
Rangers	7	10
Crews	0	0
Admin/clerical	0	4
	<hr/>	<hr/>
	10	28
Goldfields Region		
Professional staff	1	3
Field staff	3	4
Rangers	0	0
Crews	0	3
Admin/clerical	1	1.5
	<hr/>	<hr/>
	5	11.5

	1985	1989/90
South Coast Region		
Professional staff	1	5
Field staff	6	13
Rangers	11	14
Crews	1	3
Admin/clerical	0	4
	<hr/>	<hr/>
	19	39
 Wheatbelt Region		
Professional staff	3	6
Field staff	9	11
Rangers	0	0
Crews	13	13
Admin/clerical	2	5
	<hr/>	<hr/>
	27	35
 TOTALS		
	83.5	160.5

Conclusion:

Staff numbers in regions outside the South-West have been doubled in less than five years.

This was achieved during a period in which total staff numbers in the Department were cut by 3%.

DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT
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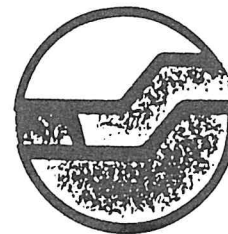
15 JAN 1990

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App 5

Ms Jennine Dickie
Assistant Coordinator
Conservation Council of
Western Australia Inc
79 Stirling Street
PERTH WA 6000

Dear Ms Dickie

FIRE RESEARCH IN STIRLING RANGE NATIONAL PARK

Thank you for your letter of 11 December 1989 requesting information about the current program of fire research being conducted in the Stirling Range National Park (SRNP).

Firstly, I agree with you that SRNP is a most important conservation reserve and that the threat of Phytophthora cinnamomi to vegetation in this area is serious. Attached is a copy of CALM's South Coast Dieback Protection Plan which has been progressively implemented in all south coast parks and reserves over the last five years, including SRNP.

I'm not sure what evidence you have that SRNP is "seriously threatened by overuse". Surveys we have carried out show that only a very tiny proportion of the park is visited. Most visitors use existing short walk trails or picnic areas. The vast bulk of the bushland in the park is never "used" in the sense that it is traversed by park visitors.

Fire is a key issue in the management of national parks and other south coast reserves that contain extensive tracts of mallee and heath vegetation. Periodic fires are a natural part of these ecosystems. This fact was clearly illustrated by the recent spate of lightning caused fires in the Fitzgerald River National Park, and on other conservation reserves in this region. Hot, uncontrolled fires are a destructive force that threaten life and property and can compromise important nature conservation programs within a park or reserve. As responsible park managers, and as neighbours in the rural community, CALM must take measures to minimise the undesirable ecological and social effects of wildfire.

The fire management objectives of the Department of Conservation and Land Management (CALM) are to protect community and environmental values from damage or destruction by wildfire, and to use fire as a management tool to achieve land management objectives. Attached is a copy of our policy and a paper which explains how it is implemented.

Both fire behaviour and fire effects must be clearly understood before a responsible fire management plan can be instituted. This understanding derives from research. The fire research program underway in SRNP is designed to address these issues, both at a specific level for the park itself and at a more general level for other conservation lands containing similar mallee and heath ecosystems.

The decision to undertake fire research work in the Stirling Ranges was based on a number of factors. Firstly, fire is a key issue in the management of the park, given its large size, important conservation status, high level of recreational use and the fact that it is surrounded by a fully developed agricultural landscape. Secondly, there has been a history of large and severe fires in the park during the past 40 years. Third, work towards a management plan for the park is scheduled to begin within the next year and results from research studies are required for use in the planning process. Finally, and least importantly, the location of the park within reasonable travel distance for staff based at Albany and Manjimup minimises the costs of field work.

As to the possibility of using an alternative area, there is little native vegetation remaining outside reserves in this region of the State. In any event, the same high standards of environmental management (eg, dieback hygiene, track maintenance) would be applied irrespective of whether the research site was located within national park or in some other category of land tenure.

Experimental burning is being conducted at a site on the southern boundary of the park about 18 km east of the Chester Pass Road. A block of experimental plots surrounded by a 100 m wide fuel reduced buffer has been established at this site, and occupies a total area of about 115 ha. The purpose of the buffer is to prevent the escape of experimental fires and provide an area where research and suppression staff can safely work. Plots will be burnt over a wide range of weather conditions and the behaviour of each fire monitored in terms of rate of spread, flame height and intensity. Data from the fire behaviour study will provide the basis for planning wildfire suppression strategies, for implementing ecological burns and fuel reduction burning in strategic strips or near high value assets and in educating park users about fire management. The first plots were burnt in early November 1989, and the experimental burning program will continue over the next three years. The total area to

be burnt as part of this program represents about 0.1% of the area of the park. All work has been planned and conducted to ensure no introduction or spread of dieback and to minimise disruption of landscape values.

Ecological studies (ie, plant and animal responses to fire) are being examined in conjunction with fire behaviour studies. Studies of plant response include a comparison of pre and post fire species composition on permanent quadrats, and a survey of vegetation characteristics at a series of sites unburnt for periods of three to more than 40 years. Populations of small vertebrates and invertebrates are being sampled at the same sites using pitfall trapping techniques, and a detailed study is underway to compare responses following burning at different seasons. Post fire responses following operational burns within the park are also being studied.

In conclusion, the research program underway in SRNP is one of the most comprehensive and integrated studies of fire behaviour and fire ecology ever undertaken in Australia. The results of this work will lead to a better understanding of the management of fire in nature conservation lands, and to improved management of our conservation reserves.

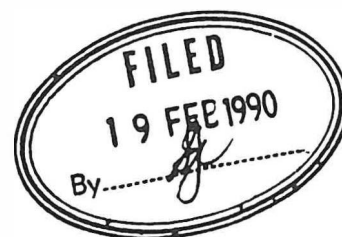
Yours sincerely



R J Underwood
ACTING EXECUTIVE DIRECTOR

11 January 1990

Enc





CALM BRIEFING PAPER 2/90

CIRCULATE TO ALL EMPLOYEES

TIMBER ROYALTIES

In response to recent publicity about timber royalties, this briefing note sets out some commonly asked questions and answers. This information can be used to respond to queries from the public.

WHO APPROVES TIMBER ROYALTIES?

The Government, through the Minister for the Environment. Recommendations to the Minister are made by the Executive Director of CALM.

WHAT IS THE DIFFERENCE BETWEEN ROYALTY AND STUMPAGE?

Royalty is applied to timber harvested from naturally occurring old growth hardwood forests, and is shown in CALM's Annual Report under "Territorial Revenue".

Stumpage is revenue from forests (softwood or regrowth hardwood) which the Government (CALM) has grown using capital funds, and is recorded in the Department's annual accounts as "Departmental Revenue".

HOW ARE ROYALTIES SET?

The various costs for growing forests are identified. Royalties are designed to recover these costs and to provide a return to the Government on the capital invested in growing the forest, known as the Internal Rate of Return (IRR). This principle is used to arrive at a target royalty for each timber species and grade of log. For details of the system of royalty calculations see the Timber Strategy (Part 8, pages 67-70).

The IRR is added to the current rate of inflation. Therefore, if the IRR is 5% and inflation is 8%, the interest charged would be 13%.

ARE ROYALTIES REVIEWED?

A major review in 1985/86 established the costs of growing at the time. Royalties being charged at the time were considerably less than the calculated royalty. A set of target royalties was established, to be achieved over time. A substantial increase, particularly for First Grade sawlogs, came into effect on 1 August 1986.

The Government also announced that royalties would be reviewed every three years. New target royalties were set after a review in 1989 and should be achieved by 1 January 1992. The first increases came into effect on 1 January 1990.

ARE ROYALTY RATES INDEXED?

Yes. Hardwood royalties have been indexed annually since 1984 according to movements in the Timber Price Index, an indice produced by the Australian Bureau of Statistics that measures the sale price of sawn timber in WA.

Softwood stumpages are also indexed annually using movements in the Consumer Price Index for Perth. In the future, hardwood stumpages will be treated the same as softwoods.

WHAT ARE THE CURRENT ROYALTY RATES?

Current royalty rates for the major log categories, which will apply from July 1, 1990, are:

	Jarrah \$/m ³	Karri \$/m ³	Marri \$/m ³	Pine \$/m ³
Premium	\$73.20	\$72.97	-	\$74.02
First Grade	\$28.48	\$34.00	\$12.00	\$60.29
Second Grade	\$18.27	\$24.23	\$12.00	\$39.33
Third Grade	\$12.00	\$12.00	-	\$26.91
Small (regrowth)	\$18.27	\$25.87	\$25.87	\$19.54
Industrial	\$ 7.00	\$15.00	\$15.00	\$ 8.39

The target royalty is generally higher than the current rate. Target royalties for First Grade sawlogs by 1 January 1992 are:

Jarrah:	\$30.66 plus annual CPI indexation
Karri:	\$38.50 plus annual CPI indexation
Marri:	\$12.00 plus annual CPI indexation
Pine:	\$64.36 plus annual CPI indexation

In 1984/85, when CALM was formed, the weighted average royalty was \$12.72 for jarrah and \$11.76 for karri (increases of 123% and 189% respectively for jarrah and karri have occurred).

ARE DIFFERENT COMPANIES PAYING DIFFERENT ROYALTIES?

Yes. When comparing royalties, the following must be taken into account:

1. The same species, and the same grade of log should be compared.
2. Some mills are accepting smaller logs as First Grade logs.
3. In the past, the bigger companies paid the lowest royalties. While the new system has redressed this inequity, they have been given time to adjust. However, the rate of movement towards target royalties is greater for companies that started from the lowest base. All companies will be paying the target royalty by 1 January 1992.
4. Logs allocated under the Timber Strategy attract the relevant target royalty, while logs auctioned or tendered often attract a higher price.

WHY DOES BUNNINGS ONLY PAY \$29 ROYALTY WHEN THE MARKET IS PREPARED TO PAY UP TO \$80?

See answer to the previous question.

In addition, under the auction system some people pay more for small parcels of logs. These people may be "topping up" their log resource beyond that allocated to them at the target royalty, or they are small operators with low overheads. The larger companies carry out research and development, promotion, advertising, sponsorship and other activities which benefit the timber industry as a whole. Eighty dollars is the highest royalty yet bid for Premium Grade sawlogs and, if all logs were tendered, it is unlikely that anywhere near this amount would be obtained.

WHAT IS A MARKET PREMIUM?

The market premium is the difference between the target royalty and the successful price bid at auction or tender. It is not indexed like the target royalty, but is recognised as the price the market was prepared to pay at the time for whatever reason, such as scarcity of resource.

WHY ARE SOME LOGS ALLOCATED TO COMPANIES WHILE OTHERS ARE AUCTIONED?

CALM inherited a permit and licence system which had largely been developed over 50 years ago. In that system several companies had sole rights to timber on Crown land. Other companies had to use logs from private property or occasional parcels of salvage logs.

A massive social dislocation would have occurred in the South-West if all permits were suddenly cancelled and all logs put up for tender. CALM dealt with this situation in the 1987 Timber Strategy by continuing to allocate a large part of the annual cut, but putting up an increasing volume each year for tender.

Allocations were made to mills that already had access to Crown land timber as well as to a large number of smaller mills. The larger mills received between 50% and 90% of their previous intake. The allotment to other mills was based on 50% of their average log intake over the previous three years, regardless of where it came from. The allocation system is detailed in the Timber Strategy (Part 7, pages 57-66).

In 1987, the total allowable cut from the forest was recalculated. Timber not allocated was then sold by open tender or auction.

There have been over 50 public sales of logs. The base price used for these sales is the target royalty. In almost all cases, prices greater than the target royalty have been bid; in one case more than double.

WHAT IS A CONTRACT OF SALE?

A Contract of Sale is a legally binding document between the Executive Director and the buyer. The contract details the amount of timber, the term over which the timber will be supplied and the financial arrangements, including royalty.

WHAT IS THE TOTAL COST OF LOGS TO SAWMILLERS?

The price of logs delivered to the mill landing includes the following costs:

- * Royalty or stumpage.
- * Harvesting and delivery to the mill.

In January 1990, CALM became the prime contractor for all harvesting operations within State forest (about 1.75 million cubic metres per annum). To fulfill this commitment, the Department invited public tenders called Contracts to Supply (logging contracts) and now employs private contractors to do the work on its behalf. The Department charges the sawmillers this cost.

* **In-forest costs.**

A fixed price per tonne (cubic metre) is levied on all logs sold, to cover work carried out in the bush to facilitate harvesting, including tree marking and supervising contractors.

* **Roading charge.**

CALM also builds and maintains logging roads. Again, a fixed amount, presently \$2.61 per cubic metre for hardwood logs in the Southern Forest Region and \$2.26 per cubic metre in other forest regions, is charged to cover CALM's costs. For softwood sawlogs, the charge is 85 cents per cubic metre.

* **Administration charge.**

A charge equivalent to 7.5% of the direct contractor production charge is levied to cover the cost of administering contracts, rendering accounts and financing logging contracts.

* **Log levy**

This is a voluntary payment for timber promotion made by sawmillers to the Forest Products Association. CALM collects this levy on behalf of the FPA.

* **Security**

CALM requires that companies having Contracts of Sale or Contracts to Supply provide adequate security to minimise the risk to the Executive Director should the company be unable to meet its contract obligations.

WHAT IS THE TOTAL ROYALTY?

The total Government revenue from timber is expected to be \$45.7 million in 1990/91. This compares with \$15.6 million received for a greater volume of timber in 1984/85 when CALM was formed, an increase of around 300%.

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