

NATIONAL PARKS AUTHORITY—WESTERN AUSTRALIA

MANAGEMENT POLICIES



BY DR. FRANCIS G. SMITH, Director of National Parks, Western Australia, 1977

NATIONAL PARKS AUTHORITY
(WESTERN AUSTRALIA)

NATIONAL PARKS MANAGEMENT POLICIES

These Management Policies have been approved in principle by the National Parks Authority as a guide to the development, management and public use of National Parks in Western Australia.

The Policies will be kept under constant review and with the consent of the Hon. Minister for Conservation and the Environment they will be varied by the Authority in accordance with changing needs.

C. F. H. Jenkins

President,

NATIONAL PARKS AUTHORITY

Authorised for Public Distribution by The Hon. Graham C. MacKinnon, M.L.C. Minister for Conservation and the Environment 1977.

PREFACE

The Management Policies for National Parks are set out in very broad terms in the National Parks Authority Act.

In essence these are to—

- (a) conserve the natural environment, preserve and enhance natural beauty;
- (b) control and manage, maintain, study, care for and restore the natural environment;
- (c) provide and maintain access and facilities for public recreation and utilisation whereby the community can enjoy the beauty of the natural environment;
- (d) plan and control recreation and utilisation to be compatible with the preservation of the natural environment; and
- (e) provide information services and educate the community in relation to the use and enjoyment of the facilities available, and to the understanding and appreciation of the natural features.

This document formulates the policies for the day to day management of National Parks in compliance with the requirement of the Act. It is based on the experience of this and of other National Park services, particularly that of the United States of America and of New Zealand. New circumstances and threats will arise from time to time requiring the definition of additional management policies.

It will therefore be necessary to add to and possibly to amend these guidelines from time to time to keep them in step with the ever changing world around us.

F. G. Smith,
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NEDLANDS, W.A.
30 June, 1977.

NATIONAL PARK MANAGEMENT POLICIES

1. THE ESTABLISHMENT OF NATIONAL PARKS

- 1.1 The Purpose of National Parks
- 1.2 Criteria for National Parks
- 1.3 Land Acquisition

2. PARK PLANNING

- 2.1 Legislative Requirements
- 2.2 Management Objectives
- 2.3 The Working Plan
- 2.4 Land Classification

3. RESOURCE MANAGEMENT

- 3.1 Protection and Correction
- 3.2 Management and Research
- 3.3 Fire
- 3.4 Fire Control
- 3.5 Grazing
- 3.6 Animal Populations
- 3.7 Collecting
- 3.8 Fishing
- 3.9 Beekeeping
- 3.10 Mining
- 3.11 Exotic Plants and Animals

4. VISITOR USE OF PARKS

- 4.1 Enjoyment of natural beauty
- 4.2 Recreational activities
- 4.3 Lake and River Use
- 4.4 Camping
- 4.5 Horse riding
- 4.6 Photography
- 4.7 Dogs and Cats
- 4.8 Vehicles
- 4.9 Aircraft
- 4.10 Fees

5. DEVELOPMENT OF FACILITIES

- 5.1 Physical Developments
- 5.2 Roads
- 5.3 Parking Areas
- 5.4 Borrow Pits
- 5.5 Trails and Paths
- 5.6 Accommodation
- 5.7 Toilets
- 5.8 Information and Interpretation
- 5.9 Signs
- 5.10 Management Facilities
- 5.11 Private Enterprise

6. INFORMATION SERVICES

- 6.1 Information
- 6.2 Interpretation
- 6.3 Services

THE ESTABLISHMENT OF NATIONAL PARKS

1. THE ESTABLISHMENT OF NATIONAL PARKS

1.1 The Purpose of National Parks

1.1.1 National Parks are established in the terms of the *National Parks Authority Act*, "for the conservation of the natural environment, the preservation and enhancement of natural beauty, and the provision of access and facilities for public recreation".

1.1.2 The purpose of National Parks is to preserve for all time, scenic beauty, wilderness, native wildlife, indigenous plant life and areas of scientific importance, while also providing for the appreciation and enjoyment of these things by the public in such ways and by such means as will leave them for future generations as little impaired as possible.

1.2 Criteria for National Parks

1.2.1 For an area of land and water to qualify for general acceptance as suitable for designation as a National Park it should meet the following criteria:—

- (a) spacious area outstandingly superior in natural qualities and beauty;
- (b) large enough to permit appropriate public use and enjoyment together with the continuous and effective management of the plant and animal communities;
- (c) capable of management permitting a wide range of opportunities for non-urban enjoyment, such activities being subject to the over-riding necessity to preserve the natural features;
- (d) containing a diversity of natural resources, including fine scenery and features of scientific interest; and
- (e) having sufficiently low boundary length to area ratio to withstand the deleterious effects of incompatible neighbouring land use.

1.2.2 The natural qualities would include: examples of scenic beauty; ecological communities illustrating the characteristics of a

physiographic system:

habitat supporting a unique, outstanding, concentrated, rare, endangered or relic flora or fauna;

outstanding geological formations or features illustrating geomorphic processes or natural phenomena;

substantial fossil evidence of the development of life on earth.

1.3 Land Acquisition

1.3.1 Subsequent to the endorsement by Government of the *Recommendations by the Environmental Protection Authority* in respect to additions to the National Park system in Western Australia, the National Parks Authority will advise the Environmental Protection Authority of appropriate land which should be acquired.

1.3.2 Sound management of National Parks requires that they be preserved in their natural or near natural condition. This management objective is best achieved when private use of land within the overall boundaries of the National Park is eliminated and the ratio of boundary length to enclosed area is reasonable.

1.3.3 The following are categories of land which may occur within the authorised park boundaries:—

- Vacant Crown Land
- Reserves, unvested
- Reserves, vested in other authorities
- Undeveloped privately owned lands
- Cleared or partly cleared privately owned land
- Pastoral or grazing leases.

1.3.4 *Vacant Crown Land and unvested Reserves*

Such areas would generally be small and their existence revealed only by examination of large scale plans or from some inquiry about boundary details. When areas of this nature are identified, requests for their inclusion in the National Park will be made.

1.3.5 *Reserves vested in other authorities*

The main concern about such re-

serves is lest their use be incompatible with the surrounding National Park.

As a matter of principle all such reserves should be incorporated in the National Park except when they are providing specialised services.

Examples of such services are as follows:—

Highways, main roads and important secondary roads connecting centres of population

Railway routes

Gas pipelines

Major water supply lines

High voltage power lines

Access into and along such reserves and easements should be arranged by mutual agreement between the National Parks Authority and the other authority responsible for the service.

- 1.3.6 Wherever practicable the siting of communications and services through National Parks should be avoided, but if unavoidable, every care should be taken to ensure that they do not affect areas of special natural interest and do not cause disfigurement of the landscape.

1.3.7 *Undeveloped Private Land*

Enclaves of undeveloped private land should be scheduled for purchase by the Government at such times as the owners desire to dispose of them.

Should the proposed use of the land be such that it would result in the destruction of natural features or be incompatible with the purpose of the surrounding National Park, resumption of the land for addition to the Park should be considered.

Resumption proceedings should be used only as a last resort when all reasonable efforts at negotiation have failed.

1.3.8 *Cleared or partly cleared privately owned land*

Enclaves of cleared or partly cleared land will be considered according to the natural features remaining, the ease of rehabilitation of natural features, and the compatibility of current or proposed use.

In any event, such areas should be purchased for addition to the National Park as and when the owners desire to dispose of them. Resumption would be recommended only if irreplaceable natural resources are threatened, or proposed use is incompatible with the National Park.

1.3.9 *Pastoral or Grazing Leases*

New pastoral or grazing leases should not be granted nor old leases renewed on land within the approved boundaries of a National Park, except by agreement for a term of years as a condition of acquisition. The area of existing

leases should be monitored to ensure that the continuance of grazing is consistent with the conservation of the natural resources.

- 1.3.10 Areas subject to damage by stock should be excluded from the lease and the Authority should arrange for their protection by fencing or other means.

- 1.3.11 The Authority should confer with holders of pastoral or grazing leases to ensure that management of the lease is consistent with the conservation of the resource.

1.3.12 *Land External to the Park Boundaries*

The purchase from a willing seller of land external to existing or approved park boundaries should be recommended only if such land meets the following criteria:—

it adjoins the existing boundary; and

either it will result in a shortening, and not an increase in the length of park boundary; or its addition to the park will provide protection to the resources of the park;

or it contains natural features which will enhance the existing park.

PARK PLANNING

2. PARK PLANNING

2.1 Legislative Requirements

The *National Parks Authority Act, 1976* provides for the preparation of management programmes—

“22. (1) *It shall be the duty of the Authority, in relation to any land—*

(a) *vested in or placed under the control and management of the Authority under this Act; or*

(b) *being land which is the subject of an agreement made between the Authority and the owner, lessee or licensee thereof for its control or management, to cause to be prepared a detailed written programme of the operations that the Authority proposes to undertake on or in relation to the area for such period, not exceeding ten years, as is specified in that programme.*

(2) *The objects of the programme shall be the public utilisation, and the maintenance, study, care and restoration of the natural environment, the conservation of the indigenous flora and fauna, and such other matters as the Authority recommends and the Minister approves.*

(3) *A programme made under this section may include a working plan for the Authority to carry out in connection with the improvement development and maintenance of any area of land to which the programme relates, and the prevention and control of fires.*

(4) *The Authority may, with the approval of the Minister, arrange with—*

(a) *the Minister administering any Government Department of the State; or*

(b) *any statutory corporation or instrumentality,*

for the carrying out on behalf of or under the direction of the Authority of any work authorised under a working plan in accordance with a programme prepared pursuant to this section.

(5) *A working plan made under this section may, with the written approval of the Minister, be varied from time to time or cancelled and another plan substituted.”*

2.2 Management Objectives

2.2.1 A brief outline plan for each National Park should be prepared before the detailed working plan is produced.

2.2.2 The outline plan will define the management objectives and will enumerate briefly—

(a) existing tenure and control;

(b) the natural resources and at-

tractions of the park;

(c) existing facilities and developments;

(d) present staff and control;

(e) geographical blocks and classifications of land;

(f) appropriate public use;

(g) proposed facilities and staff; and

(h) particulars of special considerations affecting management of the park.

2.2.3 The management objectives as defined in the outline plan will guide preparation of the general management plan and day to day park operations until the working plan is completed and approved.

2.2.4 Broadly the management objectives will be to—

1. protect the scenery, vegetation and animal life from disfigurement, damage or destruction;

2. provide facilities for the enjoyment of the natural resources of the park by the public in appropriate ways; and

3. apply ecological management to correct the unnatural influences of man and to permit the natural environment to be maintained by nature.

2.2.5 It will be borne in mind that the management of National Parks has to reconcile the concept of use by the public with the conservation of the natural resources for which the park was reserved.

2.3 The Working Plan

2.3.1 The working plan is a general management plan, varying in complexity for each park according to the state of knowledge of the resources and other basic data, the current and anticipated pressure of public use, and any authorised non-conforming use.

2.3.2 Each working plan should be dynamic and subject to continual re-evaluation and will be revised periodically.

2.3.3 The contents of each working plan should fall under two main headings:—

Part I Summary of Facts on which proposals are based

Part II Future Management discussed and prescribed.

- 2.3.4 Part I is a lucid summary of relevant facts without unnecessary or cumbersome detail. Where appropriate, reference only will be made to relevant detailed research work or compiled data. Consideration will be given to regional requirements for National Parks.

The information falls under the following Chapter headings:—

1. description of tract;
2. public use of the park;
3. past management.

- 2.3.5 Part II includes:—

4. the basis of proposals being a statement of the park's purpose and management objectives;
5. ecological management proposals covering fire control and research requirements;
6. visitor use proposals including a land classification, facilities required and provision for control;
7. information and interpretation programmes;
8. special works and buildings;
9. staff and labour;
10. equipment and tools;
11. agreements, concessions and proposed acquisitions;
12. summary of prescriptions.

- 2.3.6 The working plan should be illustrated by a series of relevant maps.

2.4 Land Classification

Classification is seen as a labelling of National Park land in broad categories, according to its quality or desirable use, and indicating management policies.

There are four broad categories of National Park land classification commonly used:—

- Natural Area
- Wilderness Area
- Special Area
- Facilities Area

2.4.1 *Natural Area of National Park*

An area which is to be maintained predominantly in its natural state but where park roads, tracks, small parking areas, lookouts and where appropriate, outlying huts may be provided for use and enjoyment of the natural environment and for public safety. Camping sites in Natural Areas would not incorporate special amenities such as caravan power points, buildings or other organised facilities. Picnic tables, fireplaces and where appropriate simple toilets may be supplied. Small size Facilities Areas may be provided where necessary in Natural Areas (see 2.4.4).

2.4.2 *Wilderness Area*

An area whose predominant character is the result of the interplay of purely natural processes, large enough and so situated as to be unaffected, except in minor ways, by what takes place in the non-wilder-

ness around it. In order that the enjoyment of a completely natural unspoilt environment may be experienced, access to and within a wilderness area will be by foot, horse or man-powered boat only and the sole permanent development will be foot tracks, bridle trails and improved watering facilities.

- 2.4.2.1 Travel within a wilderness area should involve some physical effort in order that the wilderness atmosphere be preserved, therefore there should be no travel to or within a Wilderness Area by mechanical means such as motor vehicles, power boats, helicopters etc., except in the interests of safety of people or the preservation of the wilderness itself. Such transport could be acceptable for search and rescue operation, fire control or noxious animal control but at no other times.

- 2.4.2.2 The implication behind the words "access to" is that there should be an adequate buffer zone classified as Natural Area surrounding a Wilderness Area. A Wilderness Area should not be bounded, for instance, by a main highway or other road used by vehicular traffic.

- 2.4.2.3 Even though the definition refers to foot and bridle tracks the establishment of any new tracks or maintenance of tracks should be undertaken only where absolutely necessary.

2.4.3 *Special Area*

An area possessing indigenous plant or animal life or geological or archaeological features of such significance that it should, as far as possible, be preserved intact with the minimum of human interference and to which, therefore, access must be by permit and only if circumstances warrant.

2.4.4 *Facilities Area*

An area in which facilities for the park users may be provided with the minimum of interference to the natural environment. Places may be specified within such an area where accommodation and other essential services may be provided.

- 2.4.4.1 No objection is seen to small size Facilities Areas within Natural Areas

- 2.4.4.2 The general policy should be to ensure that any concentration of facilities takes place outside park boundaries; but where this

is not possible, working plans should specify the place or places within the Facilities Area where accommodation and other essential services can be provided.

2.4.4.3 Where Facilities Areas are within the Natural Areas of National Parks, the facilities should be both provided and controlled directly by the Authority.

2.4.5 *Boundary Zone*

For the protection of the natural resources of the park from external influences, a boundary zone may be established. This zone will vary in width according to the nature of hazards to be guarded against, and will have access for management vehicles for such purposes as fire control, weed eradication and control of stock or vermin.

RESOURCE MANAGEMENT

3. RESOURCE MANAGEMENT

"to provide for the conservation of the natural environment, the preservation and enhancement of natural beauty."

From the full title of the *National Parks Authority Act, 1976.*

3.1 Protection and Correction

3.1.1 In preserving and enhancing the natural beauty of the State, the Authority will need to ensure that nothing is done by the Authority or any other agency to mar the scenery, the landscape, the natural vegetation, the native wildlife, earth formations or geomorphic processes.

3.1.2 Resource management will seek to rectify damage caused to natural beauty by the activities of man, but should not attempt to halt or divert the processes of nature.

3.2 Management and Research

3.2.1 The need for management, the feasibility of management methods, and evaluation of results must be based upon current and continuing scientific research. Both the research and management itself should be undertaken only by qualified personnel. Research, management, planning and execution must take into account, and if necessary regulate, the human uses for which the park is intended.

3.2.2 Management based on scientific research is, therefore, not only desirable but often essential to maintain some biotic communities in accordance with the conservation concepts of a National Park. Requirements are:—

- (a) a monitoring service to keep continuous checks on the changes taking place in the vegetation and in animal numbers and distribution within the parks;
- (b) conventional ecological study of individual species and communities to clarify life processes and relationships;
- (c) dissemination of accurate information through the interpretative services of the park system so that the visiting public can learn as much as possible of the interaction of plants and animals and their habitats and

where appropriate, of the geomorphic processes taking place in the park.

3.3 Fire

3.3.1 It is recognised that fire will engulf most types of vegetation at some time and that in many types of vegetation, a whole succession of different plant communities must occur before the vegetation comes back to what it was before the fire. It is also appreciated that if successive fires occur too frequently, species or even communities in the succession are unable to regenerate and those species and communities will be lost. All types of vegetation are susceptible to this danger, heath, scrub, understorey trees and even the climax forest communities.

3.3.2 The timing, periodicity and intensity of fire in relation to the preservation of all natural plant communities will be studied with the ultimate aim of achieving within each vegetation type a mosaic of all stages in the plant succession, from fire to climax community, which is not in itself a severe hazard to the park as a whole or to neighbouring properties.

3.4 Fire Control

3.4.1 The first essential is seen to be the development of an adequate fire-break and low fuel boundary zone, both to protect the park from external fires, and to protect neighbours from fires from within the park.

3.4.2 The number and width of fire-breaks, and the width and management of the low fuel zone will vary according to the nature of the vegetation and the topography.

3.4.3 The boundary zone will provide access for fire fighting vehicles and should be managed carefully to prevent the development of annual-grass fire hazards.

3.4.4 The internal division of the park into blocks and compartments should be related to geographic and topographic features, park road and track systems, and to ecological management considerations.

3.4.5 Each National Park or group of

parks should be equipped with fire fighting equipment adequate to control and suppress the types of fire which can occur in the locality and staff should be properly trained in fire fighting and burning off techniques.

- 3.4.6 Fire-control plans and burning-off programmes should be prepared for every National Park. Such plans should be updated with the occurrence of fires and with the input from research into the use of fire as a tool for ecological management. These plans and programmes will be incorporated into the park working plans.
- 3.4.7 In all areas, National Park staff will maintain liaison with local fire brigades, Bush Fires Board officers and the local authorities and will be prepared to assist in fighting fires on neighbouring properties.

3.5 Grazing

- 3.5.1 Grazing is not permitted in natural areas of National Parks except by agreement for a term of years as a condition of acquisition.
- 3.5.2 Grazing of horses required for park management may be permitted in facilities areas in paddocks provided for the purpose.
- 3.5.3 Where grazing is permitted and its continuation is not in the best interest of public use or maintenance of the park's ecosystem, it should be eliminated, wherever possible, through orderly and co-operative procedures with the individuals concerned.
- 3.5.4 Should holders of grazing or pastoral leases have no legal requirement to fence, and it is essential for ecological or public use reasons to eliminate grazing, the National Parks Authority will provide the necessary fencing.

3.6 Animal Populations

- 3.6.1 The native animal life will be conserved and protected in National Parks for their essential role in the natural ecosystems. Such management will strive to maintain the natural abundance, behaviour, diversity and ecological integrity of native animals in the parks as part of the park ecosystem.
- 3.6.2 Animal life in National Park will be protected against harvest, removal, destruction, harassment or harm through human action. However:—
fishing may be permitted in specified areas;
control of populations of wildlife may be required for the maintenance of a balanced park ecosystem; or
removal or control of animals may be necessary for human safety and health.

3.6.3 Natural processes should be relied upon to regulate populations of native species to the greatest possible extent. Unnatural concentrations of native species, caused by human activities, may be regulated if those activities causing the concentrations cannot be controlled. Non-native species shall not be allowed to displace native species if this displacement can be prevented by management.

3.6.4 Feral populations of non-native species will be reduced and if possible eradicated by all possible means.

3.7 Collecting

3.7.1 Collection by the public of any form of animal life or of plants or parts of plants or of rocks or stones is not permitted.

3.7.2 Permits to collect specimens normally will be restricted to:—
— reputable scientists or
— members of learned societies and institutions who are endeavouring to make a contribution to the fund of human knowledge.

Permits to collect specimens will not be granted for personal use or profit. The collection of specimens for off-site educational programmes or for general study collections will not be permitted where specimens can be obtained outside the boundaries of parks.

3.7.3 Applicants for permits to collect plants and vertebrate animals will be required to obtain first the appropriate collecting permits under the Wildlife Conservation Act.

3.7.4 As a condition of issue of a permit the holder will be required to:—
(a) contact the Ranger-in-Charge before starting to collect in a National Park;

(b) submit to the Authority a brief report on the number, species and location of collections;

(c) provide the Authority with a copy of any publication arising from the results of the collection; and

(d) undertake not to sell seed, eggs or any other material collected in a National Park.

3.8 Fishing

3.8.1 Fishing, along with hunting and shooting, is generally prohibited in rivers and lakes in National Parks.

3.8.2 Fishing is permitted in tidal waters in inlets and off the coasts of National Parks in accordance with the provisions of the Fisheries Act.

3.8.3 Where fishing is permitted, the taking of fish is limited to the requirements for the immediate personal consumption of the fisherman and his family, and the methods of

taking fish are confined to hand-held rod, line or net, or by drop-net in accordance with the requirements of the Fisheries Act.

- 3.8.4 Commercial fishing is prohibited in National Parks, but professional fishermen, licensed under the Fisheries Act, may be granted a Licence from the National Parks Authority to operate from beaches within a National Park, and to transport their produce across the park. No permanent structures may be erected other than those approved by the Authority for public use.

3.9 Beekeeping

- 3.9.1 The placing of hives of bees in National Parks is not permitted unless a Licence to do so has first been obtained.

- 3.9.2 Licences for placing hives of bees in National Parks will be granted only if:—

- no inconvenience or danger will be caused to visitors to the park;
- there is no interference with resource management; and
- no new tracks are made.

- 3.9.3 A Licence to place hives in a National Park does not grant the right to camp or to operate a honey extracting plant in the park unless permission has been granted specifically for those activities.

- 3.9.4 The site for the apiary and the route over which the hives of bees will be transported must first be approved by the Authority before a Licence can be issued.

- 3.9.5 The holder of a Licence is required to identify each apiary in the manner required under the provisions of the Beekeepers Act.

3.10 Mining

- 3.10.1 Inasmuch as the National Parks Authority is charged under the National Parks Authority Act to conserve the natural environment to preserve natural beauty, the Authority is obliged to oppose mining in National Parks.

- 3.10.2 This policy is in conformity with the criteria for National Parks expressed in 1974 *United Nations List of National Parks and Equivalent Reserves* which states:—

“In general, exploitation of natural resources must be prohibited in an area which is to be included in the list. Exploitation, in this sense, is considered to include the mineral resources, timber and other vegetation, and animal life, or the development of dams or other structures for irrigation or hydro-electric power. Prohibition should extend to agricultural and pastoral activities, hunting, fishing, lumbering, mining, public works con-

struction (transportation, communications, power, etc.), and residential, commercial or industrial occupation.”

- 3.10.3 The approach to mining in National Parks in Mining Bills introduced into Parliament in 1972 and 1975 is supported by the Environmental Protection Authority's Recommendations on Conservation Reserves for Western Australia, 1975 page vi. These Recommendations have been accepted by the Government of Western Australia *in toto* on 9 February, 1976. (Endorsement on page vii).

- 3.10.4 As the Government of Western Australia has elected to establish certain areas as National Park, and as the National Parks Authority is required to conserve and enhance the natural beauty of the State within National Parks, it is the duty of the Authority in the performance of the functions with which it is charged under the National Parks Authority Act, to object to any form of mining that will damage or destroy the scenic beauty, biological ecosystem, recreational value or other special features for which the National Park was established.

- 3.10.5 The National Parks Authority recognises the national importance of the search for oil and underground water sources, and will grant such facilities as may be required for these purposes, consistent with the necessity to minimise and to restore any damage to the natural resources of the parks.

- 3.10.6 Except where authorised by law or when carried on pursuant to valid existing rights or as part of an interpretative programme, mineral prospecting, mining and the extraction of minerals or the removal of soil, sand, gravel and rock will not be permitted. The Authority will hold it to be incumbent upon any person having any such right to inform the Authority in writing before exercising such rights.

- 3.10.7 Where a lawful right to mine exists or is created in a National Park, the Authority will do all that it can, by close liaison with the Company, to ensure that the minimum of damage is caused to the natural environment, and the minimum of discomfort and inconvenience is caused to visitors to the National Park.

3.11 Exotic Plants and Animals

- 3.11.1 Plant and animal species, non-native and exotic to a park may not be introduced into natural, wilderness or special areas.

- 3.11.2 Any exotic species found in the parks will be controlled and, if possible, eradicated.

VISITOR USE OF PARKS

4. VISITOR USE OF PARKS

"to preserve and enhance the natural beauty of the State, and to provide and maintain facilities for the enjoyment of that beauty by the community."
National Parks Authority Act, 1976 Section 9 (b).

4.1 Enjoyment of natural beauty

4.1.1 The National Parks Authority Act requires the Authority to provide and maintain facilities for the enjoyment of the natural beauty by the community.

4.1.2 The functions of the Authority require it to plan carefully and so to regulate the use of National Parks that the natural resources are perpetuated and maintained unimpaired for the enjoyment of this and future generations. The limits and kinds of use are circumscribed by the requirements of resource management and protection. The use of a National Park is essentially derived from the natural resources, but does not consume those resources. The quality of park use depends upon the visitor's appreciation of park values and resources.

4.1.3 In order to maintain and manage as well as to preserve and enhance the natural beauty of the State within National Parks, the Authority will, whenever necessary, regulate the amount and kind and the time and place of visitor use in the parks.

4.1.4 Some reserves vested in or under the control of the Authority have purposes other than that of National Park. Some reserves designated as National Parks are either too small, or are adjacent to non-compatible use areas, and cannot be sustained as natural areas of national park. In such areas the forms of recreation permitted may be additional to those traditionally appropriate to natural areas of National Park.

4.2 Recreational Activities

4.2.1 Appropriate activities in National Parks are those which are inspired by and derive their enjoyment from the natural character and resources of the park. Such activities must be consistent with the protection of the natural resources.

4.2.2 The activities should be capable of being accommodated without material alteration or disturbance of the

natural environment, and without the introduction of undue artificiality.

4.2.3 Traditional activities appropriate to National Parks include:—

walking
 hiking
 picnicking
 camping
 riding
 mountain climbing
 exploring
 nature study
 photography
 painting
 canoeing

4.2.4 Certain outdoor recreational activities which are not necessarily dependent upon park resources for their realisation, and which do not constitute traditional or customary park uses, may be permitted when they do not:—

interfere with normal park usage;
 constitute a consumptive form of use;
 have an undesirable impact on park resources;
 compromise the natural scene; or
 present a danger to the public welfare and safety, including the safety of the participants.

4.2.5 Such recreational uses shall be governed as follows:—

(a) The time and place of such activities shall be controlled by permit if necessary to avoid:—

infringement upon the enjoyment and rights of other park visitors;
 traffic congestion;
 injury to non participants and damage to property;
 disruption of normal park operations; and
 unwarranted risk to participants due to inadequate equipment, lack of qualifications, weather or other factors.

(b) Special areas and conditions may be designated to separate these activities from other park uses.

(c) These uses shall not take the form of special events or be provided primarily for the benefit of spectators. They shall not be practised for material or fin-

ancial gain by the participants either directly or indirectly, and there shall be no commercialisation, advertising or publicity by the participants.

- 4.2.6 Facilities for outdoor sports are inappropriate in natural areas. A National Park is not established to be a scenic location for a golf course, amusement park or a spectator sports event. Such recreational activities have their own built-in values and rewards and do not need a National Park for their enjoyment.

4.3 Lake and River Use

- 4.3.1 In order to enhance visitor enjoyment and safety, and to preserve environmental quality, the Authority will regulate the use of lakes and rivers as necessary. Where public demand exceeds the determined maximum a lake or river can safely carry, use may be rationed.
- 4.3.2 In general, boating is not permitted on non-tidal lakes and pools and rivers in National Parks except where specific provision is made for this use, and under such conditions as are imposed for the protection of the park features and for the safety and enjoyment of visitors.
- 4.3.3 In tidal waters, boating is permitted subject to the limitations of the Navigable Waters Regulations and the requirements of the Harbour and Light Department. The launching and landing of boats will be confined to places designated for this purpose.
- 4.3.4 Vessels permanently anchored, docked, or otherwise moored for residential purposes are not permitted on waters in National Parks.

4.4 Camping

- 4.4.1 Camping is a traditional use of National Parks but not all National Parks have the necessary capacity for all or even any form of camping. The camping potential will be assessed for each park and provisions for camping will be prescribed as appropriate in the Working Plans.
- 4.4.2 The forms of camping can be classed as follows:—
- (a) Camping in formal sites with all facilities.
 - (b) Discreet camping, vehicle based, but with no facilities provided.
 - (c) Back-pack camping by hikers, bush-walkers, climbers and canoeists.
- 4.4.3 Visitors' needs for camping in formal caravan parks would normally be met by private or local authority facilities provided outside the boundaries of the National Parks. In large or remote parks, it may be desirable for the Auth-

ority to establish formal camping areas with electricity, water, toilet, ablution and laundry blocks. Such camping and caravan parks would be situated only within facilities areas under the direct control of the Authority and be designed in a manner appropriate to the National Park environment with the minimum of disturbance to natural features. Because the caravan parks are for National Park visitors, a time limit will be applied.

- 4.4.4 Discreet camping is vehicle based camping where each camping unit is separated from the next by natural features. Facilities of any sort, other than an approach road or track are non-existent and campers need to be completely self-supporting. Because of the lack of facilities, visitors are limited in the amount of time they may stay in one camping area. Discreet camping is the most common form of camping practised by park visitors. Where appropriate and desirable, areas will be allocated for use by discreet campers.
- 4.4.5 Back-pack camping is practised by the dedicated National Park visitor who is there to experience and enjoy most intimately the natural features for which the park was reserved. Campsites may be designated to protect park resources from deterioration and from indiscriminate camping. The number of nights in one campsite and the total number of camp days a year may be specified.
- 4.4.6 Fees will be collected at standard rates for use of formal caravan and camping sites, and where practicable, for discreet vehicle based camping.
- No fees are charged for camping when the camper has travelled on foot or by canoe at least 8 km or two hours from his parked vehicle. However, he may be subject to charges in respect to vehicle entry or parking, or the use of facilities.
- 4.4.7 Pets will not be permitted in natural areas, wilderness areas or special areas of National Parks including camp sites used for discreet or back-pack camping.
- Pets may be permitted in formal caravan parks in facilities areas provided they are under strict control. Pets which are not under control or which are causing a nuisance will be removed from the park.
- 4.4.8 Permission to use portable generating or battery charging plants in campsites may be granted subject to the requirements that no nuisance be caused to other visitors and that there be no use during specified periods.

4.5 Horse Riding

Riding is permitted only on approved roads, tracks and bridle trails. Bridle trails may be provided specifically for riding where appropriate, and certain management tracks may also be approved for use as bridle trails. To provide the necessary separation between walkers and horsemen, the riding of horses on footpaths and walking trails is prohibited.

0 4.6 Photography

The making of still and motion pictures or television productions for commercial purposes may be permitted under conditions that protect the resources of the park and do not conflict with the public's normal use of the park, and on payment of such fees as may be required.

4.7 Dogs and Cats

Dogs, (other than guide dogs accompanying a blind person) cats and other pets or domestic animals are not permitted in National Parks or other reserves under the control of the National Parks Authority except on the approval of the Director of National Parks for specified purposes.

4.8 Vehicles

4.8.1 All vehicles used by the public in National Parks shall be confined to designated park roads, tracks and parking areas, and shall be excluded from management tracks, foot and bridle trails.

4.8.2 All vehicles used in National Parks shall be licensed, be under the control of licensed drivers, and in all respects comply with the requirements of the Road Traffic Act.

4.8.3 The off-road use of vehicles shall be restricted to emergency search and rescue and necessary resource protection activities which cannot reasonably be accomplished by other means.

4.9 Aircraft

4.9.1 Provision may be made for landing fields for emergency or park management use or, when no such facility exists within reasonable distance of the park, for use by park visitors.

4.9.2 To prevent disturbance to wildlife and to protect visitor safety and enjoyment, permission to use such landing fields will be granted subject to stipulations relating to altitudes of flight over the park.

4.9.3 When commercial or private aircraft adversely affect the enjoyment of resources of the National Park,

co-operation of the authorities exercising flight control will be sought to institute such measures as will minimise or eliminate the disturbance.

10 Fees

4.10.1 It has long been held that those who use the parks and many of the specialised facilities and services should pay for a share of the cost of providing them.

4.10.2 Wherever practicable, entrance and user fees will be collected for entrance to the parks and for use of facilities. Fees collected will be used for the development, management and maintenance of facilities in National Parks.

DEVELOPMENT OF FACILITIES

5. DEVELOPMENT OF FACILITIES

"to provide and maintain facilities for the enjoyment of natural beauty by the community."

National Parks Authority Act, 1976 Section 9 (b).

5.1 Physical Developments

Provision for physical developments in a park must be consistent with approved plans and Authority policies. Physical developments are limited to those necessary to carry out the approved management objectives for each park. Provision of these facilities and their location, design and materials should be consistent with the perpetuation and protection of the resources of the parks.

5.2 Roads

5.2.1 In some parks, a road system has already been constructed in accordance with previous policies or by other authorities. In updating plans for these parks, the Authority will question the continued validity of the existing road system, whether the system needs to be curtailed, expanded or supplemented by other circulatory roads.

5.2.2 In considering the provision, expansion or upgrading of a road as a means of access, professional determinations must be made that access to the area is necessary; the road is the best alternative for necessary access;

the resulting effects on the park environment—including wildlife mobility and habitat, rare and endangered plant and animal life, drainage, stream flow, erosion, cuts and fills—will be minimal;

the road is intimately and harmoniously related to the landscape through which it passes; and

it takes maximum advantage, consistent with the foregoing criteria, of interpretative and scenic values.

5.2.3 Based on these policy criteria, the Authority will develop park road standards to guide specific road design.

5.2.4 No road works within a National Park may be carried out without prior approval of the National Parks Authority.

5.2.5 All roads within National Parks, including gazetted and protected roads, the purpose of which is to provide access to areas of National Park, should be under the care, control and management of the National Parks Authority.

5.2.6 The provisions of the Road Traffic Act apply to all vehicles and their drivers within a National Park.

5.2.7 Existing non-park traffic arteries are to be removed where feasible. The purposes of park roads are different from those of National and Local Authority systems. They are not, and should not be, continuations or connecting links in the National or Shire highway system. Commercial traffic, except for the purpose of servicing park visitors, will be discontinued on roads within parks wherever feasible.

5.3 Parking Areas

The siting of parking areas and lookouts where they intrude unnecessarily on important features, by sight or by sound, must be avoided. Moreover, parking areas should be limited to the smallest size appropriate to the situation they are to serve. Where large parking areas are needed they should be so designed as to soften the visual impact of the facility, if possible with trees and shrubs.

5.4 Borrow Pits

Only where economic factors make it totally impractical to import materials will borrow pits be created in parks or present pits further utilised. Such pits in parks shall be confined to locations not normally used or seen by the visitor. Borrow pits, and disused roads, will be reclaimed to fit compatibly with the surrounding environment after use has ceased.

5.5 Trails and Paths

5.5.1 Trails and walks should be planned and provided as an integral part of the park access and circulation system. Trails and paths, like roads, should provide enjoyable access to interesting parts of the park without endangering fragile features.

In the interests of safety and enjoyment of the park environment, and where justified from the amount of use, hiking, horse and bicycle trails will be separate.

- 5.5.2 Hiking trails and footpaths should be given first consideration as providing access with the least impact on the environment and giving the visitor the most intimate experience of park values.
 - 5.5.3 Bridle trails may be provided where resource conditions and other circumstances indicate, but must be carefully located, designed and managed to avoid erosion and incompatibility with visitors on foot, and to protect fragile ecosystems from unregulated use.
 - 5.5.4 Bicycle trails may be provided where the potential for use allows and where resource considerations permit. Bicycle trails will ordinarily need some form of paving or stabilisation.
- 5.6 Accommodation**
- 5.6.1 The location and use of many National Parks is such that visitors need overnight accommodation in or near the park in order to enjoy their visit. Certain park uses such as discreet camping, hiking, mountain climbing, and canoeing may require overnight stays.
 - 5.6.2 Accommodation of the more formal type, hotels, motels, guest houses and formal camping grounds would be provided by private enterprise in the vicinity of the park but outside its boundaries.
 - 5.6.3 Remoteness, large park area, or the seasonal nature of park use which would make commercial operation uneconomic, may necessitate the provision of accommodation facilities by the Authority.
 - 5.6.4 Overnight facilities should be restricted to the kinds and minimum levels necessary to achieve park purposes, consistent with the protection of park resources and will be provided only when private operators or other public agencies cannot provide for them adequately in the vicinity of the park.
 - 5.6.5 Formal camping grounds may be provided only in line with the above policy. The Authority will not attempt to provide the full range of amenities and utility hookups associated with some private camping grounds. Camping grounds will be limited in size and flexible in design, fitting in with the visitor carrying capacity of the neighbouring park area, the topography and the availability of appropriate natural shelter to provide reasonable privacy to individual camp sites.
 - 5.6.6 Provision may be made for accommodating organised camping groups.
 - 5.6.7 Hostels, chalets, cabins or other low cost accommodation may be provided where appropriate to the planned use of a given park. Such facilities, using existing or new park structures, may be provided and operated by others under agreements with the Authority; provided that they are available for use by the general public and are not restricted to any one exclusive organisation or group.
- 5.7 Toilets**
- 5.7.1 Toilets should be provided wherever the level of overnight stay requires.
 - 5.7.2 Formal caravan and camping parks will have toilet blocks with full water borne sanitation, washing and showering facilities.
 - 5.7.3 Discreet and informal camping areas may be equipped with water borne sanitation if the expense is justified by the level of use. Otherwise simple deep latrines will be provided.
 - 5.7.4 Toilet blocks and simple toilets will be sited where they will not intrude upon the landscape.
- 5.8 Information and Interpretation**
- 5.8.1 The Authority should provide facilities to inform visitors about National Parks resources and appropriate uses, that they may appreciate and enjoy the park and understand its significance.
 - 5.8.2 The facilities provided will be consistent with policy, park purposes and objectives.
 - 5.8.3 Where the use of a park justifies it, a visitor centre may be set up to provide information on park activities, interpretation, and for certain administrative functions. Such a facility must not be a substitute for on site interpretation. Visitor centres will be constructed only when it has been determined that indoor media are the most effective means of telling visitors about park resources.
 - 5.8.4 Wayside exhibits may be provided along roads and heavily used footpaths to explain park resources on site. Such displays will be designed to conform with the park environment and be as unobtrusive as possible.
 - 5.8.5 Self-guiding nature trails may be provided. These may be designed for motor vehicle use, where the situation requires. Most usually they will be in the form of foot trails.
- 5.9 Signs**
- 5.9.1 Signs of all types should be kept to the minimum in number, size and amount of wording required to serve their intended function.
 - 5.9.2 Signs will conform to the standards determined for use in National Parks in Western Australia. All other signs will be removed.
 - 5.9.3 Traffic signs will conform to good traffic engineering practices and

should be installed and used in conformity with the Australian Standard Manual on Uniform Traffic Control Devices.

5.10 Management Facilities

- 5.10.1 Management facilities should be located where best suited for the particular management function to be served, except that such facilities shall not be located where they interfere with the visitor's appreciation of the natural features of the park.
- 5.10.2 Ranger housing should be provided in the park or immediately adjacent to the park boundary, in such locations as enable the Ranger staff to carry out their functions most efficiently.
- 5.10.3 Housing should be located, designed and carefully sited so as to have the minimum impact on park values.
- 5.10.4 The use of modular, pre-cut or pre-fabricated housing is encouraged but must comply with requirements of quality design. A standard plan should not be used without professional consideration of regional design and construction requirements.
- 5.10.5 Installations such as fire towers, communications towers, pump houses, water tanks etc. should be located and designed with concern for site and for visual appearance. Wherever possible and efficient, such installation should be located within and made part of other park developments.
- 5.10.6 Maintenance structures should be designed to the same quality as that of visitor facilities if they are of necessity located within sight of areas used by visitors, along a park access road, or otherwise un-screened.

5.11 Private Enterprise

- 5.11.1 The Authority may provide, through the use of concessions or leases, those commercial facilities and services within the parks necessary for the visitors' use and enjoyment of the park.
- 5.11.2 Concession developments will be limited to those necessary and appropriate for public use and enjoyment of the park area and will be consistent, to the highest degree possible, with its preservation and conservation.
- 5.11.3 If adequate facilities exist or can be developed by private enterprise to serve the needs of visitors outside park boundaries, such facilities will not be provided within the park area.
- 5.11.4 The Authority will encourage Local Authorities to develop the region around major parks in a manner designed to meet the needs of

visitors without degradation of the non-park environment or loss of quality of visitor experience through uncontrolled and unregulated growth.

- 1.5 In granting the privilege of a concession contract or lease, it should be determined that:—

any building programme in the contract be in accord with the approved plan for the area;
the use of the facility or service will enhance the use and enjoyment of the park without substantially resulting in impairment of park values;
the facility or service be located where the least damage to park values will occur; and
the facility or service be situated upon the smallest parcel of land practicable consistent with proper spacing and the preservation of aesthetic values.

INFORMATION SERVICES

6. INFORMATION SERVICES

"to provide information services and to educate the community in relation to the use and enjoyment of the facilities available."

National Parks Authority Act, 1976 Section 9 (c)

6.1 Information

The objective of a park information programme is to make the visitor aware of the activities which are appropriate to the park, and of the time, equipment, physical capabilities, safety precautions and other considerations and requirements for engaging in those activities. The parks staff should help the visitor plan the use of his or her time to the best advantage. Through strategically placed facilities and through park personnel, maps, pictures and literature, this information should be readily available.

6.2 Interpretation

The amount of enjoyment obtained from visiting a National Park is enhanced by the interpretative programme. The aim of this programme is to communicate an understanding and appreciation of the park and its salient natural values. The programme also serves to communicate a basic understanding of the forces that shape the environment, an awareness of the individual as an integral part of the environment, and of human dependency upon and responsibility for the quality of the environment.

The content of interpretative programmes should relate to the diversity of visitor interests and backgrounds. In general, interpretation is more effective when it is offered on the site of the features being explained. In all cases, the content of interpretative programmes must be accurate.

6.3 Services

6.3.1 In addition to the basic brochures, maps and information about the attractions, activities and facilities in each National Park, there should be made available brochures and booklets describing the more outstanding features of the park, whether they be the geology, the geomorphic processes, the vegetation or animal or bird life.

6.3.2 These publications should be readily available to the public in the visitor centre, or from the Ranger staff, regional offices and general tourist information centres.

6.3.3 Co-operating associations or agencies concerned with conservation or nature study, as well as learned societies, should be encouraged to assist in the conservation, education and interpretative programmes of the park. Such co-operating associations may produce and sell interpretative items such as publications, maps and other objects directly related to understanding the park.

6.3.4 Self-guiding nature trails will be provided wherever appropriate.

6.3.5 Conducted tours and walks, discussion groups, demonstrations and environmental education workshops are some of the more important techniques for familiarising the public with the park. It is important that the public participate in the above activities rather than be mere spectators.