

WORKSHOP PROCEEDINGS

**FIFTH AUSTRALIAN  
WORLD HERITAGE AREA MANAGERS'  
WORKSHOP**

Blue Mountains, New South Wales, Australia  
7-8 December 1998



*Australian and World  
Heritage Group*



**World Heritage**

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## **AUSTRALIA'S WORLD HERITAGE AREAS**

**Australian Fossil Mammal Sites**  
**Central Eastern Rainforest Reserves of Australia**  
**Fraser Island**  
**Great Barrier Reef**  
**Heard Island / McDonald Island**  
**Kakadu**  
**Lord Howe Island Group**  
**Macquarie Island**  
**Shark Bay**  
**Tasmanian Wilderness**  
**Uluru – Kata Tjuta**  
**Wet Tropics of Queensland**  
**Willandra Lakes Region**

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## FOREWORD

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This document reports the proceedings of the fifth Australian World Heritage Managers' Workshop, a forum which has been convened by the World Heritage Unit of Environment Australia since 1993. Ever since the inaugural workshop, the Unit has promoted the view that this is a workshop for and by the managers of Australia's World Heritage properties. To this end we encourage and welcome input and feedback from participants so that we continue to meet this objective.

In response to feedback received after the last managers' workshop, we sought a location that would fulfil the various requirements for a successful venue and chose the Blue Mountains. It is not the first time the workshop has been held in the Blue Mountains; however, the area's recent nomination to the World Heritage List and its spectacular scenery, rich biodiversity and significant cultural attributes provided a fitting environment in which to meet. The efforts of Ian Brown and Geoff Luscombe from the Blue Mountains National Park in arranging some of the out-of-session activities in the program are gratefully acknowledged.

The main aims of this workshop were threefold: firstly, to provide a forum for on-ground managers and other key stakeholders from Australia's World Heritage properties to meet with one another and staff from the World Heritage Unit and exchange practical ideas and experiences; secondly, to collectively and cooperatively progress the development and implementation of best practice management for Australia's World Heritage properties; thirdly, to provide advice and recommendations for consideration by the next World Heritage policy workshop.

The themes for the workshop were drawn from topics suggested by participants. It is interesting to note that there was considerable overlap between the topics put forward. This similarity of interest highlights that there are key issues of common concern across various properties and that our focus as World Heritage managers is beginning to converge on these. The workshop stimulated informed discussion and drew upon a diverse range of views and experiences which are reflected in the outcomes. They will, we are sure, assist in developing policies and actions at the property level that are beneficial in addressing current interests and concerns regarding management of Australia's World Heritage.

Michael Preece & Maryanne Humphreys  
Workshop Convenors  
December 1998

## POLICY RECOMMENDATIONS

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*NOTE. The recommendations contained in this report reflect a general consensus of the workshop participants. As such, they are not necessarily the policy of the agencies or organisations represented by the participants.*

### 1 POLICY RECOMMENDATIONS CONCERNING INDIGENOUS INVOLVEMENT IN THE MANAGEMENT OF WORLD HERITAGE AREAS

*Prior to the Theme 1 Workshop an issues paper regarding the Review of Aboriginal involvement in management of the Wet Tropics World Heritage Area was presented by Mr Vince Mundraby, Interim Chair, Bama Wabu (Rainforest Aboriginal People) and Mr Bruce Lawson, Aboriginal Resource Management, Wet Tropics Management Authority. These draft policy recommendations have been adapted from the World Heritage Managers workshop comments in Theme 1.*

#### RECOMMENDATION 1.1

A working group should be formed of Indigenous representatives from all Australian World Heritage Areas that are of significance to Indigenous people, to develop best practice management strategies for World Heritage Areas in respect to Indigenous issues. This would involve the development of a set of generic base-line management principles that would serve as the foundation for the fine-tuning of management at the local site level. The base-line principles would provide a set of management principles that no World Heritage Area should fall below with respect to Indigenous issues.

#### RECOMMENDATION 1.2

In addition to ensuring that statutory obligations are fulfilled, management plans should include action plans for Indigenous involvement in the management of World Heritage Areas which have clear and agreed outcomes that can be monitored.

#### RECOMMENDATION 1.3

Government-funded consultation frameworks specifically designed and approved by Indigenous communities with regard to World Heritage Areas should be established and implemented by appropriate consultants. (See references below\*)

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#### \* References

- i) 'Which Way Our Cultural Survival?' The Review of Aboriginal Involvement in the Management of the Wet Tropics World Heritage Area. Volume 1 Report: Thematic presentation of the 14 Terms of Reference. A report prepared for the Wet Tropics Board of Management by the Review Steering Committee January 1998. Contact Vince Mundraby Steering Committee Chairperson c/- PO Box 2496 CAIRNS QLD 4870 tel: 07 4051 9077 or Bruce Lawson WTMA tel: 07 4052 0526.
- ii) Cultural Mapping Methodology Within Cherbourg Aboriginal Community 1996. Trial of Dept. of Communications and the Arts (DoCA). Facilitator Jill Jordan. For copies contact: Louisa Dalmolin, Collections Development Section DoCITA tel: 02 6271 1094
- iii) A Framework of Regional (Sub-National) Level Criteria and Indicators of Sustainable Forest Management in Australia. Commonwealth of Australia August 1998. Copies available from MIG (Montreal Process Implementation Group) Secretariat, Forests Division DPIE GPO Box 858. CANBERRA ACT 2601 tel: 02 6272 4330. URL <http://www.dpie.gov.au/agfor/forests/montreal/index.html>
- iv) Criteria and Indicator Forest Research and Development Study: Indigenous Consultation Framework – Pilot Study – South East Queensland. Administered by Forest Products Research and Development Corporation (F&WPRDC). Contact Sylvia Pongrassic tel: 03 9614 7544 or MIG Secretariat – see above.

**RECOMMENDATION 1.4**

The following issues, put forward by the workshop participants, require consideration in the management of World Heritage Areas. (Listing these issues is not intended to pre-empt the outcomes of an approved consultation process.)

- appropriate consultation with Traditional Owners (considering such matters as the appropriate spokespeople, kinship structures, the expectation to speak with Elders being returned, realistic timeframes)
- the needs and aspirations of Indigenous people in regard to World Heritage Areas
- recognition that Indigenous attachment to land can occur in a variety of ways
- skills and knowledge of Traditional Owners in management of World Heritage Areas
- intellectual and cultural property rights
- employment and training opportunities for Indigenous communities in management of World Heritage Areas
- resources available to Indigenous communities within World Heritage Areas
- the definition of roles of the Commonwealth and States
- level of involvement desired in World Heritage Area management, i.e. do people want to advise on projects, or be included in initial planning from Plan of Management stage?
- appropriate means of gathering and disseminating ideas and information throughout communities.

**RECOMMENDATION 1.5**

Appropriate indicators for cultural values are needed in the development of a monitoring framework for World Heritage Area values, for all nominated or listed cultural and or natural World Heritage Areas of significance to Indigenous people. (See Reference (iii) above.)

**RECOMMENDATION 1.6**

Indigenous involvement in management of World Heritage Areas should be an inclusive process and involve all groups.

World Heritage Ministerial Councils should endorse Indigenous representation on Co-ordinating Committees and Boards of Management of World Heritage Areas of significance to Indigenous people.

**RECOMMENDATION 1.7**

Indigenous representatives should be appointed to all World Heritage Area Boards of Management or the Co-ordinating Committees for all World Heritage Areas that are of significance to Indigenous communities.

- RECOMMENDATION 1.8** Issues of concern to Indigenous people should be resolved by consensus, leaving time for people to go away and think about an unresolved issue then reconvening to reach consensus.
- RECOMMENDATION 1.9** Presentation of material which records discussions with Indigenous people should ensure that 'suggestions' raised in discussion do not appear in the record as 'decisions'.
- RECOMMENDATION 1.10** There should be recognition of Native Title rights pertaining to all nominated and listed World Heritage Areas
- RECOMMENDATION 1.11** Extra cultural training should be provided to land managers of World Heritage Areas to enhance their understanding of Indigenous issues.

## **2 POLICY RECOMMENDATIONS CONCERNING MONITORING AND REPORTING IN WORLD HERITAGE AREAS**

*Monitoring and reporting on the state of conservation of World Heritage Areas is an essential part of property management, and an obligation under the World Heritage Convention and its Operational Guidelines. The draft guidelines presented to managers for comment seek to provide a framework for systematic monitoring and periodic reporting on the conservation of Australia's World Heritage Areas. These recommendations were adapted from the World Heritage Managers workshop comments on the guidelines (see Appendix 4)*

- RECOMMENDATION 2.1** The Commonwealth, in consultation with the States and Territories, should continue to develop guidelines for systematic monitoring and annual reporting on the state of conservation of Australia's World Heritage Areas.
- RECOMMENDATION 2.2** The Commonwealth should seek to identify themes of outstanding universal value for areas not covered in the RFA process, as a basis for World Heritage monitoring. Where this is not done the World Heritage values used for monitoring should be based on the World Heritage criteria, as set out in the Operational Guidelines to the Convention, in consultation with World Heritage Area managers.
- RECOMMENDATION 2.3** The Commonwealth should give special attention to the development of Indigenous cultural values and to the changing nature of those values, in consultation with Indigenous people.
- RECOMMENDATION 2.4** Management agencies should regard monitoring, including the collection and analysis of long-term baseline environmental data, as a pivotal element of World Heritage Area adaptive management planning and review.
- RECOMMENDATION 2.5** The Commonwealth Government and State and Territory World Heritage Area management agencies should use World Heritage Area monitoring information and reports as the basis for prioritising funding management measures.

**RECOMMENDATION 2.6**

In developing the World Heritage Area monitoring guidelines, the Commonwealth should ensure that the guidelines:

- provide a broad framework for monitoring the conservation of all values (including non-World Heritage values) associated with that property;
- integrate monitoring with management prescription/responses; and
- include simple-to-use instructions on the formulation and review of monitoring programs.

**RECOMMENDATION 2.7**

The proposed monitoring and reporting guidelines should:

- ensure that the collection of monitoring information be related to management issues;
- address the cumulative impacts of human activities both within and adjacent to the World Heritage Area; and
- recognise the property-specific nature of World Heritage values and current monitoring measures.

**RECOMMENDATION 2.8**

World Heritage Area monitoring systems should draw on information in the respective nomination documents and associated management manuals and plans, and:

- include establishment/development of baseline environmental information;
- be capable of monitoring existing and potential threats to World Heritage values, and the cumulative impact of human activities;
- monitor social values and issues associated with the World Heritage Area; and
- draw on a range of sources for State of Conservation monitoring, including the use of volunteers, academic research, tour operators, other agency activities.

### **3 POLICY RECOMMENDATIONS CONCERNING TOURISM AND RECREATION**

*These recommendations were adapted from the World Heritage Managers workshop comments on Theme 3, Recreation and Tourism Strategies.*

**RECOMMENDATION 3.1**

The following policy and strategic issues should be addressed for each World Heritage Area, drawing on experience in managing the World Heritage Area.

- Provision of planning and zoning for visitor management in World Heritage Areas
- Provision of appropriate infrastructure both inside and outside World Heritage Areas

- 'Marketing' visitors to new destinations
- Managing information for appropriate visitation (e.g. web sites)
- Recognition of the need to access more resources.
- Improved visitor safety management
- Monitoring systems to allow managers to keep an eye on trends
- Strategies to overcome 'black holes and red tape'
- Involvement of Indigenous people in all aspects of tourism and recreation in World Heritage Area of significance to Indigenous people.
- Partnership approaches with tourism
- Getting all stakeholders to sit around the table to help resolve issues (ie formation of consultative committees for all World Heritage Areas).

#### **4 POLICY RECOMMENDATIONS CONCERNING PRESENTATION OF WORLD HERITAGE VALUES – THE "HORSCERA" RECOMMENDATIONS**

*This session was based on an examination of the recommendations that were provided in the House of Representatives Standing Committee on the Environment, Recreation and the Arts (HORSCERA) report "Managing Australia's World Heritage" October 1996, Chapter 6. These policy recommendations were extracted from the World Heritage Managers workshop comments. See Appendix 5 for Presentation Session Objectives and Proposals for Discussion; HORSCERA recommendations and the workshop comments.*

##### **RECOMMENDATION 4.1**

The World Heritage Unit and all World Heritage Area managers should promote the need for minimum unilateral presentation standards for Australian World Heritage Areas including issues of style, level of finish, content and cultural appropriateness and that it be agreed that the World Heritage Unit in consultation with World Heritage Area managers develop a brief for a consultancy to develop those minimum standards.

##### **RECOMMENDATION 4.2**

The World Heritage Unit and all World Heritage Area managers should develop programs, in full consultation with, and with the approval of, traditional owners, that educate the community about the association of Indigenous communities and traditional owners with World Heritage Areas irrespective of whether the Area is listed for natural values, cultural values or both.

- RECOMMENDATION 4.3** The World Heritage Unit and all World Heritage Area managers should recognise that the development of appropriate training programs to produce high quality interpreters and educators, within agencies and external to agencies e.g. tour company employees, should be a high priority for funding.
- RECOMMENDATION 4.4** The World Heritage Unit and all World Heritage Area managers should recognise the value of effective volunteer programs and agree to implement such programs where practical.
- RECOMMENDATION 4.5** Where resources and design constraints allow, World Heritage Area managers should agree to acknowledge the World Heritage status of a property on signs, publications and at all major access points to the property and where practicable (e.g. visitor centres, major interpretive facilities) provide information to visitors about the World Heritage status of the property and about the World Heritage concept.
- RECOMMENDATION 4.6** All World Heritage Area managers should agree to ensure that there are sufficient information facilities to provide an adequate and comprehensive level of information to meet the demands of visitors to the World Heritage Area.
- RECOMMENDATION 4.7** All World Heritage Area managers should agree to participate in a needs analysis for presentation facilities and infrastructure following the establishment of minimum presentation standards as provided for in Recommendation 4.1.

## THEME 1: INDIGENOUS INVOLVEMENT IN MANAGEMENT OF WORLD HERITAGE AREAS

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*Issues summaries of the presentations to the Workshop on this Theme are in Appendix 2:*

- *WTMA Review of Aboriginal Involvement in the Management of the Wet Tropics World Heritage Area*
- *Tasmanian NPWS Tasmania Parks – Aboriginal Management Partnership Primary Tasks.*

*Following the presentations, participants were invited to advise on practical management issues and policy, and to make any other relevant observations on this topic.*

### WORKSHOP SESSION ADVICE

#### Advice on practical management issues

1. Identifying traditional owners can be difficult, and help is needed on how to find them, through Land Councils and other mechanisms.
2. It is essential to identify aspirations of Traditional Owners, and the level of involvement desired. For example, do people want to advise on projects, or be included in initial planning from Plan of Management stage?
3. It is important to understand that there are very large differences in values and aspirations, and that Aboriginal people may not be comfortable in standing up and arguing for what is important to them
4. Employment strategies should include setting up the workplace for Aboriginal people, and adjusting conditions etc.
5. In training, start from basics, slowly getting people work-ready
6. Areas may not be listed for cultural criteria
7. The roles of Commonwealth and State need to be defined
8. No money
9. Consistency of staff improves the development of long term relationships and good communication.
10. Consultation should consider:
  - kinship structures
  - expectation to speak with elders should be returned
  - a realistic timeframe
11. Double thinking
12. Presentation of material should ensure that 'suggestions' raised in discussion do not appear as 'decisions'
13. Government needs to provide resources so that Aboriginal groups can participate

14. There can be inequity in the power of some lobby groups compared with that of traditional owners
15. Recognition of Native Title rights
16. Appropriate indicators for cultural values are needed in monitoring
17. From Willandra Lakes: burial sites management – need shade cloth, brush or trees; reburials – need procedures
18. Proper consultation – outside and within agencies
19. Consensus between Aboriginal groups (and Torres Strait)
20. Site recording – CD Rom - problems of ‘story-sites’; anything over 300 ha requires full survey
21. Site management – fencing – fire management
22. Animal (plant use, material use)
23. Interpretation
24. Hand-back of sites/or Joint management – need resourcing
25. Community involvement/partnership.

**Policy advice**

1. The national approach should establish baseline principles
2. A bottom up approach is needed, rather than top down methods.
3. It is important not to ‘guess’ what a community is thinking
4. Timely responses will result from a realistic timeframe
5. A clear Aboriginal cultural policy is needed, even if a World Heritage property is not listed for cultural criteria
6. Training requirements - internal; external; Aboriginal/Community in Parks management; Parks in Aboriginal – cultural Management; tourism/other training
7. Appropriate consultation
8. Reburial procedures
9. Develop mechanisms for Aboriginal management partnerships for all World Heritage Areas
10. Uluru Kata-Tjuta – provide a budget for liaison officer; and functioning committees
11. Government agency education
12. Indigenous representatives on the World Heritage Area boards of management, coordinating committees: for Fraser Is; CERRA; all areas that are of significance to Indigenous communities with no current Indigenous representation
13. Consultation – go slowly – need to reach consensus
14. Legislation for provision of funding for consultation; identification of issues.

**Helpful hints**

1. Recognise cultural heritage as a dynamic and changing landscape
2. Need directions on Indigenous involvement in the statutory section of a management plan, not in the 'warm and fuzzy' section
3. Find out what skills Aboriginal people already have, and tailor programs to suit them
4. Identify achievable outcomes
5. Go slowly - get rid of deadlines
6. Avoid restrictive timeframes
7. Lobby for resources for consultations and training
8. Extra cultural training is important
9. Aboriginal people should be encouraged to speak (naturally shy - a cultural plus)
10. Indigenous involvement in management of World Heritage Areas should be an inclusive process and involve all groups
11. Aim for honesty and straight talking
12. Resolve issues by consensus
13. If consensus is not reached, everyone should go away to think about it, then reconvene later
14. Cross cultural training
15. Building relationships - talking early and often
16. Need for clear structure to aid consultation between all stakeholders – identify 'country' (especially for Aboriginal people who have been forcibly moved)
17. Encourage Aboriginal people to speak.

## THEME 2: MONITORING OF WORLD HERITAGE AREAS

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*The Issues Paper on this Theme is in Appendix 3  
Draft Guidelines for World Heritage Monitoring and Reporting - Environment  
Australia, World Heritage Unit.*

*Following presentations on this theme, participants were invited to advise on practical management issues and policy, and to make any other relevant observations on this topic.*

### MONITORING SESSION OBJECTIVES

The objectives of this session were:

1. that participants understand the World Heritage monitoring and reporting framework proposed by the Commonwealth;
2. that participants consider and discuss model approaches to World Heritage monitoring and proposed guidelines for monitoring and reporting; and
3. that the Commonwealth receives informed comment *from participants* on the proposed monitoring and reporting guidelines.

### POINTS FOR DISCUSSION

- a) **Benefits.** What are the benefits to management of annual property monitoring/reporting? If so, how can these benefits be fully utilised?
- b) **Resourcing.** Resourcing implications for monitoring/reporting? Are we set up to do it? Where are you at - when will you be ready? Property level? State level?
- c) **Guidelines.** The draft guidelines. Are they adequate for the purpose? Clear? Where do they need improvement/expansion?
- d) **Stakeholder Consultation.** To develop values, attributes and indicators (and reporting?), how much with whom is enough?
- e) **State co-ordination.** Should monitoring/reporting be co-ordinated/funded etc. from one State office for States with multiple properties (e.g., Queensland has five properties). Would this improve consistency of approach and be more efficient? Benefits? Drawbacks? In these instances should the Commonwealth fund the property or the State to do this?
- f) **Continuing Commonwealth involvement.** Process for further consultation re monitoring/reporting? Should Commonwealth liaise directly with each property or through a single contact (e.g., one person in Queensland Department of Environment and Heritage rather than five)?
- g) **Monitoring information uses.** Where should monitoring/reporting information be incorporated? Management plans, reviews, agency annual reports, as an adjunct to State of Environment Reporting activities?
- h) **Impact monitoring design.** On-site vs off-site monitoring and direct vs indirect impacts. If likely significant impacts are due to activities outside the property to what extent should other parties (Government, NGO, community)

be involved in the monitoring process? Can/should other Natural Heritage Trust programs play a broader role monitoring/protecting World Heritage values, especially off-site? What are the issues and opportunities in off-site monitoring of activities etc that impact on World Heritage values, how can we address/build on these?

## WORKSHOP SESSION ADVICE

*Participants were invited to review the draft guidelines and consider the following questions:*

1. *Are the guidelines adequate and clear? Could they be improved?*
2. *What are the benefits of monitoring to on-ground management? How are benefits derived?*
3. *Where and how should monitoring be used?*
4. *What are the pressures – issues – responses concerning monitoring off-site and monitoring indirect pressures on World heritage Areas?*
5. *How can useful World Heritage Area monitoring information be obtained for minimal cost?*

### **1 Are the guidelines adequate and clear?**

- a) The Commonwealth's paper is useful as background but is not necessarily yet useful as a guideline.
- b) The guideline needs both big picture and on-ground information and approaches for management.
- c) Annual reports of monitoring information need to be simple, clear, flexible and responsive.
- d) There is a need for appropriate consultation [with the States and Territories] on monitoring.
- e) The Commonwealth and States need to agree on the process for monitoring.
- f) It is not clear whether monitoring is a Commonwealth responsibility.
- g) It may be possible to extract from "State of World Heritage Area" monitoring – perhaps the World Heritage Unit should do it!
- h) The guidelines are focussed only on World Heritage, but they need to recognise that managers manage for the property as a whole, not just for World Heritage.
- i) There is a need to allow for property-specific evolution of the monitoring process.
- j) Managers do not have the resources to put into broad brush monitoring that is not focussed on management issues.
- k) There is a need for monitoring to be able to recognise cumulative impacts
- l) The guidelines do not address issues of inter-relatedness.
- m) The thematic approach has not been tested; perhaps it would be better to return to the World Heritage Area listing values.
- n) Thematic values have not yet been identified for non-forest and marine areas, and there is a need for more detail for cultural values - a solution is to convene an Expert Panel to develop these thematic values.

- o) Cultural heritage values are not adequately covered in the guidelines and may not be possible to cover.
- p) The guidelines need a lot more work on how to monitor cultural landscape values, including allowing for values to change over time.
- q) The proposed approach is fine for the cultural values of the “bricks and mortar” type, or for natural values, but monitoring of some cultural values needs a different approach.
- r) Social values and issues also need to be monitored and considered.

**2 Benefits of monitoring to management on the ground – what should be monitored, and how.**

- a) Monitoring allows managers to plan, adjust and prioritise their management so that they continue to conserve World Heritage values.
- b) Monitoring needs to be structured so that it benefits management and thus attracts appropriate resources.
- c) It is important to ensure that monitoring is not a burden to managers.
- d) Baseline surveys and monitoring are one and the same and are essential for effective management. You cannot effectively manage unless you know what is there. Identifying threats in advance allows you to be proactive.
- e) There is a need to ensure that the indicators you use are efficiently measuring the values you wish, and need, to measure.

**3 Where and how should monitoring be used?**

- a) Monitoring information should be linked to funding.
- b) Monitoring should be used to check the effectiveness of management plans and actions.
- c) There should be a monitoring plan within a management plan, or in addition to the management plan.
- d) Monitoring requirements in management plans often do not get implemented and often are not based on sufficient baseline information.
- e) There is a need for long-term data sets.
- f) There is a need to highlight the long-term monitoring requirements in management plans.
- g) Monitoring is needed everywhere that there is an active threat.
- h) ‘Cheap and nasty’ monitoring tools that have pragmatic management value are needed.

**4 Monitoring offsite and indirect pressures - what are the pressures - issues - responses?**

**Pressures - responses**

<b>Pressure</b>	<b>Response</b>
Change in land use (e.g.. water use, clearing) affecting World heritage values	Address world heritage values in a broader regional plan and development control plans, within the ecological catchment
Change in social attitude and approach	Address community needs and aspirations in planning for the World Heritage Area
Global warming and effects on weather	Education to reduce greenhouse gas production. Reload data. Stabilisation strategies

**Issues**

- Existing use rights
- Funding resources will be needed to monitor a larger area.
- There will be a need for coordination across jurisdictions
- Migratory issues (values migrate out of World Heritage Area).

**5 Monitoring for minimal cost**

- a) Monitoring of World Heritage values should be a subset of the monitoring that a World Heritage property manager should be doing.
- b) The guidelines should include step-by-step instructions using examples, and including a feedback loop to modify and improve monitoring programs.
- c) Use manuals and plans.
- d) Use the World Heritage nomination documents as your checklist.
- e) Use Volunteers: give them a proforma and training, and use tour operators.
- f) Less regularly, do widespread monitoring to get baseline picture, then get strategic.
- g) Regularly, target more specific needs.
- h) Piggyback on other agencies' monitoring and Universities' research; set up a collaborative scheme.
- i) Use aerial photography.
- j) Piggyback on some else's LANDSAT (satellite imagery) information.

## THEME 3: RECREATION AND TOURISM STRATEGIES

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*An Issues paper presented by Tim O'Loughlin, Tasmania NPWS is in Appendix 4.*

*Participants were invited to depict in picture form, and then interpret, key emerging trends and new issues in recreation and tourism, and the way in which World Heritage Area managers should respond to them. Andrew McKenzie summarised the points made.*

### WORKSHOP SESSION ADVICE

#### TOURISM AND RECREATION - NEW AND EMERGING TRENDS

- a Money is driving issues: there is disparity between what we need, what we get and the money the area is generating.
- b There are increasing visitor numbers.
- c There are increasing numbers of new visitor niches (e.g.. "blue rinse" adventure, affluent backpackers).
- d There is an increasing range of activities in World Heritage Areas: scenic flights, mountain bikes, white water rafting.
- e The Sydney 2000 Olympics is likely to increase visitation to all Australian World Heritage Areas.
- f Increased tourism to World Heritage Areas is causing conflicts with protected area management (scaring wildlife, poisoning water).
- g There is now more Aboriginal involvement in tourism.
- h There is unequal demand by visitors for sites; the "icon" sites are drawing nearly all of the visitors.
- i There is an infrastructure 'treadmill', trying to keep up with the demands.
- j Visitors are only one of a number of increasing pressures.
- k There is an increasing difference between visitor expectations and the reality of delivery of services and areas in good condition.
- l Increasing visitation and expanded facilities can cause local community dislocation.
- m There are increasingly unequal power relationships between different agencies, and between agencies and the more powerful tourism and commercial interests.
- n There is less control over information sources (e.g.. commercial websites).
- o Visitor centres can become white elephants if not managed well.

#### RESPONSES SUGGESTED BY WORLD HERITAGE MANAGERS TO THE IDENTIFIED TRENDS

- a Planning and zoning for visitor management in World Heritage Areas.
- b Appropriate infrastructure both inside and outside World Heritage Areas.

- c “Marketing” visitors to new destinations.
- d Managing information for appropriate visitation (e.g.. by web sites).
- e There is a need to access more resources.
- f Improved visitor safety management.
- g Monitoring systems would allow managers to keep an eye on trends.
- h Strategies to overcome “black holes and red tape”.
- i Partnership approaches with tourism.
- j Getting all stakeholders to sit around the table will help in resolving issues.

## THEME 4: PRESENTATION OF WORLD HERITAGE VALUES

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*An Issues Paper prepared by Rod Atkins is in Appendix 5:  
Extract (Chapter 6: Presentation and Education) from the HORSCERA report  
Managing Australia's World Heritage*

### PRESENTATION SESSION OBJECTIVES

The objectives of this session were:

1. that participants understand Australia's obligations, as a signatory to the World Heritage Convention, to present Australia's World Heritage Properties;
2. that participants consider and discuss a number of proposals related to issues involving the presentation of Australia's World Heritage Properties;
3. that the Commonwealth receives informed comment from participants on the presentation proposals with a view to the Commonwealth preparing a discussion paper for broader distribution which will analyse priorities and strategies for the progression of the proposals; and,
4. that participants propose other presentation initiatives for consideration at a later date.

### PROPOSALS FOR DISCUSSION

For the purposes of the workshop discussion, a definition for 'Presentation' was suggested as:

*PRESENTATION is all those publications, programs and facilities which promote to, orientate, involve, and reinforce to all stakeholder groups the existence, location, programs and values of a place.*

Issues for discussion were derived from the HORSCERA Report:

- a) That minimum standards be developed for the Presentation of Australian World Heritage Areas that reflect the international significance and universal heritage value of the sites.
- b) That, where applicable, programs be developed that Present information about the association of Indigenous people with Australian World Heritage Areas.
- c) That high priority be given to the training of high quality staff and providing additional funding for the initial and ongoing training of guides operating in World Heritage Areas.
- d) That the formation of volunteer support groups for World Heritage Areas be encouraged to support managing agencies in presenting World Heritage Areas.

- e) That the World Heritage emblem with accompanying explanatory text (with property-specific information if also warranted) be placed at all major access points to Australian World Heritage Properties.
- f) That the World Heritage emblem be incorporated into all new and replacement Presentation material and facilities for Australian World Heritage Properties.
- g) That there be a significant visitor information/interpretation centre in each Australian World Heritage Property and, in the larger Properties, a centre at each major entry point.
- h) That a review be undertaken of the adequacy of Presentation publications, programs and facilities for each Australian World Heritage Property to determine priorities for further development and refurbishment/replacement.

### **WORKSHOP SESSION ADVICE**

*Small groups were requested to assess the strengths, weaknesses and alternatives to the main HORSCERA report recommendations and to address specifically the Chapter 6 recommendations paraphrased below.*

- a) Minimum standards for presentation of World Heritage Areas*
- b) Environment Australia in consultation with managing agencies develop standards for educating the Australian community about World Heritage values.*
- c) Develop strategies for educating the community about the association of Indigenous communities with local World Heritage Area about Indigenous associations*
- d) Training (and funding of training) of high quality staff or guides*
- e) Encourage formation of volunteer support groups, and utilise volunteers more fully in presentation.*
- f) World Heritage Area emblem and text (1) at all access points and (2) in all interpretive and directional signs*
- g) Visitor Information Centres – a significant visitor information centre in each World Heritage Area and in larger areas at each entry point*
- h) Review of all presentation programs (visitor centres and facilities)*

### **(a) Minimum standards of presentation for all World Heritage Areas, and (b) educating the Australian community**

#### **Strengths**

- Would demonstrate political will and a whole-of-Government approach to managing World Heritage Areas.
- The quality of presentation would be high.
- Commonwealth obligations under the World Heritage Convention would be fulfilled.
- Could demonstrate reconciliation in practice, for example, by acknowledging traditional owners on the World Heritage Area signage.
- Presentation material would be culturally appropriate for the Indigenous people of a region.

### Weaknesses

- Costs
- The quality of interpretation by tour operators may not be high.
- Standards may not be enforced or monitored unless included as a required policy, strategy and action in Plan of Management.

### Alternatives

- Have as a permit condition that tourists have to meet with local interpreter

## **(c) Develop strategies for educating the community about the association of Indigenous communities with local World Heritage Areas**

### Strengths

- Recognition of Aboriginal cultural heritage.
- Creation of employment opportunities.
- A means of minimising the threat of conflicts.
- May assist in identifying conflicts concerning cultural appropriateness.
- If done properly, could demonstrate the political will for reconciliation.
- Would provide a voice for Indigenous people to tell their stories

### Weaknesses

- Would need to ensure appropriate people are consulted in development of the program.
- A risk of treating Indigenous people as part of the 'wildlife'.
- Could become an uncoordinated exercise and result in misinformation about the World Heritage Area and its values.
- A risk that stories can be sensationalised or trivialised.
- Possibility of conflicts of intellectual and cultural property rights.

### Alternatives

- Indigenous people associated with managing World Heritage properties could develop Presentation and Program material and send it UP the line rather than a TOP Down approach.
- The recommendation should be amended to:  
*“That, where applicable, programs be developed that present information about the association of Indigenous people with Australian World Heritage Areas and that what gets told, and the words that are used, are the decisions of local Indigenous representatives from that region.”*

## **(d) Training (and funding of training) of high quality staff or guides**

### Strengths

- Can promote acceptance of the World Heritage Area.
- Can break down barriers in the community.

- Will contribute to quality recreational experiences.
- Would promote appropriate activities and use patterns.
- Would allow flexibility in presentation, and shift focus from sensitive area/areas of threat
- Tour guide training covers many visitors.
- Could be self-funding if guides pay TAFE.
- Endorsed by Ecotourism Association.

#### Weaknesses

- Need guides to train - the proposal does not cover this requirement.
- No formal accreditation for training.
- Proposal not clear about who is being trained.
- Expensive.
- Does not get to free and independent guides.

#### Alternatives

- Signage, brochures, Web sites are still needed
- Self guiding information
- Community education program (schools, rural industries)

#### **(e) Encourage formation of volunteer support groups, and utilise volunteers more fully in presentation.**

##### Strengths

- Good concept.
- Can provide high quality delivery on low cost.
- Empowers the community.
- Good training and education for community.
- Can incorporate other activities (e.g., research, monitoring).
- Can cover after-hours services.

##### Weaknesses

- Would need lots of resources to set up and run.
- Controversial for staff, who may see the scheme as a threat to their jobs (Union issue).
- Common Law claims issue.
- Risk management - confidentiality issue.
- Volunteers in remote areas often need accommodation (e.g., Lord Howe Island)

- Volunteers can sometimes prove to be expensive labour when all costs of a program are added.
- Diminished control, compared with control of “normal” staff.

#### Alternatives

- Adequate permanent staff
- Sponsored support e.g.. Green Corps, work for dole, ATCV
- Contracts
- Sponsorship
- Presentation.

#### **(f1) World Heritage Area emblem and text at all access points and in all interpretive and directional signs**

##### Strengths

- Creates a sense of entry to World Heritage Area
- Raises the profile of World Heritage as a concept
- Delineates a World Heritage boundary
- Can be used creatively (if allowed)
- Provides a unifying theme for fragmented reserves

##### Weaknesses

- Some access points and boundaries are impossible to mark (i.e. very long boundaries, very numerous entry points, very hard to get to, aggressive environments)
- Potential for use of emblem by non-authorized agency
- Over-use of emblem could cause desensitisation
- Lack of general recognition of the symbol and the concept (i.e. more is needed than boundary signage)
- Will not work at all points (i.e. drive-by signage cannot be read in detail)
- Not allowed by some agencies because of ‘logo’ policy
- No routing template is currently available
- Contributes to the forest of signage and messages.

##### Alternatives

- Use of other media to communicate the World Heritage concept and boundary information
- Development of a site-specific World Heritage emblem (i.e. Wet Tropics of Queensland World Heritage Area)

- Define reasons for boundary marking and then develop guidelines marking those entry points where these objectives can be met.

**(f2) Use of emblem on all new and replacement materials and facilities**

**Strengths**

- The emblem would make a unique toilet seat design
- Same strengths as for boundary marking.

**Weaknesses**

- Same weaknesses as for boundary marking
- Cost could be high
- Another opportunity for mistakes in published material
- Cannot be used on material for sale unless approved
- Not necessarily needed by the markets at which the publications are aimed
- Not everybody wants to know the administrative background of a place

**Alternatives**

- Limit use to target opportunities
- Use of other media/opportunities to communicate World Heritage concept

**(g) Visitor information centres – a significant visitor information centre in each World Heritage Area and, in larger areas, at each entry point**

**Strengths**

- Time and place for visitor centres

**Weaknesses**

- Could be a disaster if at every entry:
  - would soak up resources
  - not needed at all entries
  - if poorly located or if there are too many, visitor centres are likely to turn into pie shops to recover money.

**Alternatives**

- A visitor centre is not necessarily a building - it could be a guided/self-guided walk or a walk in display
- Hand over to community to develop a community focussed centre
- Review the access strategy, including entrances and signage, for an area before deciding on a visitor centre's location
- Extra signs may be better at many entrances: 'This way to Visitor Centre'
- Location is critical, and would require evaluation of use of the area and visitor numbers

- Use existing Visitor Centres.

**(h) Review of all presentation programs (visitor centres and facilities)**

**Strengths**

- Would allow cost/benefit analysis.
- If the review were linked, managers could be aware of what other sites are doing

**Weaknesses**

- It is not clear who undertakes review
- It is not clear who decides what is adequate
- The benchmark should be specified.

**Alternatives**

- Need guidelines and standards to work towards rather than a retrospective audit
- Need minimum standards, and reward for outstanding presentation
- Need to monitor the outcomes of interpretation, including retention of messages and visitor understanding of World Heritage

## APPENDICES

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## Appendix 1 Implications of the New Commonwealth Environment Legislation for World Heritage Areas

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### Background to World Heritage Legislation

- The aim of World Heritage legislation is to implement Australia's obligations under the World Heritage Convention, an international agreement to which Australia is a State Party.
- Under the Commonwealth Constitution, the Commonwealth has limits on its powers. It does not have any general power to make laws about the environment or heritage. However, it does have the power to make laws to implement international agreements.
- There has been considerable overlap between Commonwealth and State/Territory environmental laws, which has made environmental law in Australia complex and inefficient.
- Current Commonwealth environmental legislation involves ad hoc and indirect triggers (e.g. current Commonwealth environmental impact assessment legislation does not apply to a proposal unless the proposal requires an approval from a Commonwealth Minister - usually unrelated to environmental considerations e.g. export licences, foreign investment review).
- In 1997, the Council of Australian Governments (COAG) reviewed the roles and responsibilities of the Commonwealth and the States in relation to environmental legislation. The Commonwealth agreed at COAG that the appropriate role of the national government was in **matters of national environmental significance**.
- The new Commonwealth legislation deals with some (not all) of the COAG matters of national environmental significance. The fact that a matter of national environmental significance is not covered in the legislation does not mean that the Commonwealth has no involvement in that matter. For example, in the case of greenhouse gases, the Commonwealth is involved in a range of non-legislative activities.

### Current Legislation. World Heritage Properties Conservation Act (1983) (Cth) ('WHPCA')

- There is no automatic protection for World Heritage properties under the WHPCA
- Under the WHPCA, the Commonwealth must take the following steps if it wishes to protect a World Heritage Property:
  1. The Governor-General must make a proclamation (under sections 6, 7 or 8) that the protective provisions of the WHPCA apply to the property & must first be satisfied that the property is 'being or is likely to be damaged'.
  2. Enforce the protective provisions of the WHPCA (Sections 9-11): - it is unlawful to do any act specified in the regulations (Section 9)
    - Every use of the WHPCA has required regulations under this section.
    - The regulations set out specific unlawful acts, which are usually related to specific proposals.

- Each set of regulations only applies to one World Heritage Property and in most cases, only to part of that property.
  - For most new proposals a new set of regulations must be made.
  - It is unlawful for a corporation to do specified acts (Section 10)
  - It is unlawful for a corporation to do specified acts in relation to an Aboriginal site (Section 11)
  - The only mechanism for enforcing the WHPCA is for the Attorney-General or an 'interested person' to seek an injunction.
- The Commonwealth Minister can consent to the doing of an act that is otherwise unlawful under Sections 9-11 (Section 13).
  - The Federal Court has held that the Minister has no power to impose conditions upon his consent (i.e. he cannot say "you can do this act provided you take the following steps to minimise environmental damage...") - *Friends of Hinchinbrook Society Inc v The Minister for the Environment*.
  - The Commonwealth environmental impact assessment legislation does not apply to the Minister's decision whether or not to grant a consent (Section 4A - *Environment Protection (Impact of Proposals) Act 1974*).

**Environment Protection & Biodiversity Conservation Bill 1998 (Cth) (EPBC Bill')**

- Deals with 7 matters of national environmental significance and repeals previous legislation relating to these matters.
- Chapter 2 Part 3 Protecting the environment
- Under Section 12 (1), a person must not take an action that has, will have or is likely to have a significant impact on the world heritage values of a declared World Heritage property.
- Civil penalty: (a) individuals \$500,000 (b) corporations \$5,000,000
- Section 12 (1) does not apply in certain circumstances, the most important of which are:
  - ***Where the Minister has approved the taking of the action under the environmental impact assessment provisions of the EPBC Bill (Part 9)***
  - Where a bilateral agreement between the Commonwealth and State/Territory declares that the action is one that does not require an approval by the Commonwealth Minister.
- Chapter 3 Part 5 Bilateral Agreements
  - A bilateral agreement is a written agreement between the Commonwealth or a State/Territory that provides for one or more of the following:

protecting the environment

promoting the conservation and ecologically sustainable use of natural resources

ensuring an efficient, timely and effective process for environmental assessment and approval of actions

minimising duplication in environmental assessment and approval -of actions

- Under Sections 50 and 51, the Commonwealth Minister can only enter a bilateral agreement relating to a World Heritage property if satisfied that the agreement:
  - accords with the objects of the EPBC Bill
  - is not inconsistent with Australia's obligations under the World Heritage Convention
  - will promote the management of the property in accordance with the Australian World Heritage management principles
  - meets any other requirements in the regulations
- Chapter 4 Part 9 Environmental assessments and approvals
  - Completely new system of Commonwealth environmental impact assessment and approval.
  - The most significant changes are the establishment of a direct trigger for impact assessment (i.e. will the action have a significant impact) and provision for decisions to be made by the Environment Minister (as opposed to an 'action' Minister as is the case under current legislation).
- Provides a range of enforcement options including substantial fines, directed environmental audits and prohibitory and mandatory injunctions.

#### **Advantages of the EPBC Bill for World Heritage**

- Provides automatic protection for the World Heritage values of World Heritage properties
- Creates an environmental impact assessment trigger for proposals that may have a significant impact on World Heritage values to be subject to Commonwealth environmental impact assessment.
- Allows the Commonwealth Minister to impose conditions when approving a proposal.
- Allows the Commonwealth and the States to enter bilateral agreements. These could be used for example to accredit instruments, such as environmental impact assessment legislation or World Heritage management plans, to avoid duplication between Commonwealth and State processes.
- Better enforcement options.

**Useful Web Sites:**

- World Heritage Convention:  
[http://www.unesco.org/whc/nwhc/pages/doc/dc\\_f10.htm](http://www.unesco.org/whc/nwhc/pages/doc/dc_f10.htm)
- Operational Guidelines under the World Heritage Convention:  
[http://www.unesco.org/whc/nwhc/pages/doc/dc\\_f10.htm](http://www.unesco.org/whc/nwhc/pages/doc/dc_f10.htm)
- World Heritage Properties Conservation Act 1983 (Cth)  
[http://www.austlii.edu.au/au/legis/cth/consol\\_act/whpcal1983427/](http://www.austlii.edu.au/au/legis/cth/consol_act/whpcal1983427/)
- Environment Protection and Biodiversity Conservation Bill 1998  
<http://www.environment.gov.au/corporate/legislation.html>

Prepared by Andrew Cleland, World Heritage Unit, Environment Australia

## Appendix 2 Issues Summaries: Indigenous involvement in management of World Heritage Areas

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### REVIEW OF ABORIGINAL INVOLVEMENT IN THE MANAGEMENT OF THE WET TROPICS WORLD HERITAGE AREA

#### **BACKGROUND**

The Wet Tropics Ministerial Council directed WTMA to undertake the *Review* and endorsed fourteen Terms of Reference in March 1995. Work on the *Review* commenced early in 1996 and was completed in April 1998.

The *Review* not only focuses on management structures and processes within the Wet Tropics Management Authority but also reviews Aboriginal involvement across the range of Wet Tropics management regimes, including those administered by the Departments of Natural Resources and Environment and Heritage.

The *Review* process was overseen by a 5 member all-Aboriginal steering committee made up of representatives from various Aboriginal groups. An interdepartmental reference group was established to provide policy advice and to comment on proposals arising from the *Review*.

The final *Review* report presented responses to each of the TOR by addressing key themes and issues that emerged during the consultation process. At a special Board meeting (June 12 1998), Board Directors considered the initial responses to the *Review* by DEH, DNR, Environment Australia, and WTMA staff, and categorised the 167 *Review* recommendations into 2 schedules.

Schedule 1 recommendations were recommended by the Board to be adopted and implemented as soon as possible.

Schedule 2 recommendations were endorsed for further discussion within the Interim Negotiating Forum with a view to achieving negotiated outcomes in the lead up to the Final Regional Wet Tropics Agreement. It was noted that some recommendations may be beyond the scope of the Interim Negotiating Forum to resolve because they refer to specific agencies or require major policy or legislative change.

#### **REVIEW RECOMMENDATIONS AND OUTCOMES**

- Native title (including common law native title rights) has specific implications for the management of the WTWHA (particularly on national parks) that warrants its consideration as a significant management issue.
- There is a need for a more proactive and anticipatory approach to native title across all management regimes, particularly given that native title determination applications could be accepted over approximately 80% of the WTWHA.
- A series of recommendations based on an evaluation of previous WTMA policy on Aboriginal issues with a particular focus on the effectiveness (or otherwise) of current mechanisms of involvement.
- The need for a more coordinated and uniform approach to Aboriginal issues between relevant government agencies and across all management regimes.

- The need for a full and proper assessment of the cultural values of the WTWHA as a precursor to possible renomination of the region for its cultural significance.
- The need for a range of consultation and planning protocols for a variety of management and research activities (specific examples and recommendations were provided).
- That a number of obligations under existing legislation are arguably not being met by the relevant WTWHA agencies particularly in the context of consultation with Aboriginal interests and cultural heritage protection.
- That an Interim Negotiating Forum and Final Agreement between WTWHA management agencies and Rainforest Aboriginal people be developed as a means of structuring practical negotiated solutions to identified problem areas and for further reinforcing already successful strategies.

### **THE INTERIM NEGOTIATING FORUM**

In practical terms, the purpose of the Interim Negotiating Forum is to:

- a) Identify and define specific management areas (e.g.. Protection of cultural values, fire management, permit regimes, development proposals, employment and training etc.) for which all parties are agreed to enter into ongoing negotiation to formalise a joint approach to management (the Final Agreement);
- b) Set a time frame and mechanism for the development of the formalised management arrangement (the Final Agreement);
- c) Establish interim management and improved cultural heritage protection measures to operate as the more formalised approach is being developed.

### **ISSUES**

The Wet Tropics Ministerial Council has yet to formally comment on the Board's recommendations regarding the Review.

The issue of funding remains a vexed one as the financial implications of the proposed Interim Negotiating Forum and the potential renomination process (if endorsed by Ministerial Council) are beyond the capacity of the WTMA budget and will require a specific allocation of additional funds.

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## **ABORIGINAL MANAGEMENT PARTNERSHIP (TASMANIAN NPWS): PRIMARY TASKS**

1. **(year 1)** Develop and implement a process for identifying values and areas within the World Heritage Area of particular interest to the Aboriginal Community. Examine opportunities and threats to these values. Prepare a report to the Director recommending the scale and nature of the management partnership for each area and value
2. **(year 1)** Contribute to the World Heritage Area Recreation and Tourism Strategy.
3. **(year 1)** Provide training for the Aboriginal community in aspects of park management and interpretation. (2 x 2 day training courses for 10 people) and develop a community partnership program. Provide, or support, cross cultural training for PWS staff (4 x 0.5 day training courses for 10 people)
4. **(year 1)** Work with the Aboriginal Community to prepare interpretation material about the World Heritage Area. In year one undertake, contribute and support the development of interpretive material on the significance of coastal cultural heritage sites and measures being taken to conserve them; complete the Aboriginal component of Lake St Clair Visitor Centre, finalise Sarah Island interpretation, develop Melaleuca interpretation and develop a component for the www. **Work in future years** will focus on the highest priorities for implementation from the Aboriginal interpretation strategy.
5. **(year 2)** Organise and run a fire symposium to examine where and how to further the direct involvement of Aboriginal people in practicing fire management, including monitoring the condition and abundance of plants and animals in response to fire. Prepare a report and implementation program by May 1999.
6. **(years 2 and 3)** In conjunction with the Cultural Heritage Branch and the Regional Managers review procedures in PWS to prevent damage to Aboriginal values.
7. **(years 2 and 3)** Evaluate the level of achievement of the Tasmanian Wilderness World Heritage Area Management Plan's objectives in relation to Aboriginal management.
8. **(year 3)** Develop a joint animal, plant and material use policy (with input from other authorities) for approval by the Director.
9. **(ongoing)** Participate in measures to identify and control threats to coastal environments and values.

Provided by: Tim O'Loughlin, Planning Officer – World Heritage Area, Tasmania Parks and Wildlife Service 1998

## Appendix 3 Draft Guidelines for World Heritage monitoring and reporting

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Monitoring and reporting on the state of conservation of World Heritage Areas is an essential part of property management, and an obligation under the World Heritage Convention and its Operational Guidelines. These guidelines seek to provide a framework for systematic monitoring and periodic reporting on the conservation of Australia's World Heritage Areas.

### **MONITORING**

The Commonwealth seeks to ensure that World Heritage monitoring and reporting is on the state of conservation of World Heritage Values for Australian properties. Monitoring will be focused on the natural or cultural attributes which underpin the significance and condition of the World Heritage Values of a property.

#### ***(i) Identifying a property's World Heritage values***

Development of a World Heritage Area monitoring program begins with identifying the natural and cultural World Heritage Values for that property, with a World Heritage Value defined as 'the superlative expression of a theme of outstanding universal value'.

Themes of outstanding universal value are themes developed according to the methodology set out by the World Heritage Expert Panel (see Attachment for examples). To identify and/or develop World Heritage values for a property, one should have regard for:

- a) the World Heritage Expert Panel's methodology for identifying 'themes of outstanding universal value' and the draft Values set out in the Attachment; and
- b) the nomination document and, where applicable, the ICOMOS and IUCN technical assessments of that nomination.

By way of examples a World Heritage value for:

- CERRA World Heritage Area may be '*CERRA World Heritage Area rainforests are an outstanding example of ecosystems from which modern biota are derived. These rainforests are exceptionally rich in primitive and relict species, many of which are similar to fossils from Gondwana*' (a theme developed by the Expert Panel);
- Heard and McDonald Islands World Heritage Area may be '*Heard Island / McDonald Island World Heritage Area contains universally outstanding examples of landforms created by geophysical and geochemical processes in the earth's crust*' (derived from the thematic methodology, nomination and IUCN technical assessment); and
- Willandra Lakes World Heritage Area may be '*Willandra Lakes World Heritage Area has archaeological sites that represent an outstanding and globally significant record of human development*' (derived from the thematic methodology, nomination and ICOMOS technical assessment).

#### ***(ii) Selecting the relevant World Heritage Attributes***

World Heritage Attributes are measurable features or processes that underpin a World Heritage Value. These can be readily identified from the nomination document or the associated technical assessment(s). For example in the CERRA

World Heritage Area, to monitor the state of the above World Heritage Value one might measure the condition of rainforest communities or specific species such as the Hoop or Bunya Pines (see Table 1 for further examples).

**Table 1: The relationship between World Heritage Criteria, Values and Attributes (Tasmanian Wilderness World Heritage Area taken as example).**

World Heritage Criteria	World Heritage Values	World Heritage Attributes
N(i). Outstanding example of the Earth's Evolutionary History	Tasmanian Wilderness WHA has outstanding examples of relict biota Gondwanan biota	Upland freshwater communities;  Alpine moorland;  Cool temperate rainforest
N(iii). Significant on-going geological processes and biological evolution	Tasmanian Wilderness WHA has outstanding and globally significant records of past climates	Karst systems;  Undisturbed caves Undisturbed catchments
C(iii). Bears a unique or at least exceptional testimony to a civilisation which has disappeared; and  C(v). Outstanding example of a traditional human settlement representative of a culture which has become vulnerable under the impact of irreversible change	Tasmanian Wilderness WHA provides example of where the hunting-and-gathering way of life has dominated an entire continent up to modern times	Pleistocene archaeological sites;  Holocene archaeological sites
C(vi). Directly or tangibly associated with events, ideas or beliefs of outstanding universal significance	Tasmanian Wilderness WHA has Aboriginal art sites that represent a unique artistic achievement	Pleistocene rock art sites (e.g. in Judds Cavern, Ballawinna Cave & Weld Arch)

*Notes*

(i) a World Heritage Value may relate to more than one World Heritage Criterion; and

(ii) a World Heritage Attribute may relate to more than one World Heritage Value

**(iii) Monitoring World Heritage Attributes**

World Heritage Attributes form the basis for identifying environmental indicators and where practicable environmental or management standards or targets, such as those set out in the National Water Quality Management Strategy Guidelines.

Environmental performance indicators are the 'Pressure-Condition-Response' style of indicators developed by the OECD, and which are commonly used around Australia for State of the Environment Reporting. For clarification:

- Pressure indicators provide information about human activities that affect the environment;

- Condition indicators provide information about the condition of the environment; and
- Response indicators provide information about human efforts to address environmental concerns.

It is preferable that World Heritage monitoring minimises duplication of effort and that data can be aggregated to larger spatial scales for use in State or Commonwealth SoER processes. As each World Heritage Area expresses different combinations of Values and attributes the monitoring indicators are likely; however, to be site specific rather than generic and so may not be conducive to aggregation.

Monitoring information should play an important part in property management and so attributes and indicators need to be set in the context of management objective(s), targets (preferably measurable) and appropriate management strategies and actions (see Table 2).

For monitoring purposes there are two types of indicators, '**core**' and '**supplementary**', reflecting the frequency of reporting:

**Core Indicators** are indicators which by their nature, or significance to management, are usefully reported and evaluated on an annual basis. Possible examples of this might be (i) the density and aerial extent of the Crown of Thorns Starfish on a reef system, or (ii) wetland water quality, where the wetland is downstream from a mine, industrial facilities or intensive agricultural activities.

**Supplementary Indicators** are indicators reported on a less frequent basis, and which enhance the longer term 'picture' of the conservation of World Heritage values. The frequency of measurement will depend on natural background variability and the perceived likelihood and rate of environmental change. For example monitoring changes to (i) Government conservation policy may require measurement and reporting only once every 5 years, whilst (ii) measuring the condition of walking tracks or roads may require at least annual measurement, but reported on only every 2nd or 3rd year to detect seasonal trends.

Management requirements and practicalities, as well as scientific and statistical issues, are important inputs for determining whether an indicator is 'core' or 'supplementary'.

## **REPORTING**

For the purpose of these guidelines reporting is a process involving review, evaluation, assessment and presentation of monitoring results, to be conducted annually and comprehensively (approximately every five years, consistent with World Heritage Committee requirements).

Regarding the two timeframes for environmental reporting, it is proposed that:

**Annual Reporting** be on 'core' indicators and, where appropriate, 'supplementary' indicators. Monitoring information should be comparable to predetermined technical (scientific) or management standards. Environmental information contained in annual reports may be used by the State and Commonwealth for their various purposes (e.g. State management agency annual reports, Commonwealth reports to the Bureau); and

**Five Yearly Reporting** be in the format required by the World Heritage Committee (attached). This report consolidates and evaluates results from the five annual reports and draws on previously unreported 'supplementary' indicators.

## **CONSULTATION**

Where appropriate traditional owners and World Heritage advisory and management committees should be involved in the identification of a property's World Heritage values, attributes and indicators. In some instances key groups such as traditional owners (especially where joint management arrangements are in place) or scientific advisory committees, may play a role in the reporting process.

## **SUMMARY**

In summary, the key steps to developing a monitoring regime for World Heritage Areas are to:

- i. identify World Heritage values and attributes for Australian World Heritage Areas;
- ii. identify the core and supplementary environmental performance indicators (including for off-site activities and associated impacts on natural and cultural World Heritage values);
- iii. prepare annual reports on core (and where appropriate supplementary) indicators, and management response(s) to environmental monitoring information in the context of predetermined standards and targets (where they exist); and
- iv. prepare periodic reports addressing all indicators, consistent with World Heritage Committee reporting requirements.

## **Attachment: Interim Australian World Heritage values**

### **Natural**

N1: Marginal swells are characteristic of all passive continental margins. The Australian marginal swells are outstanding and exceptional in having volcanics to allow the process to be dated.

N2: Australia has outstanding examples of the earliest known records of life and early physiographic features.

N3: Australia has outstanding examples of ancient soils, regoliths and landforms in its ancient laterites and duricrusts.

N4: Australia has outstanding examples of Mesozoic and older river systems extant in its landscape.

N5: Australia, as the most arid, non-polar continent on Earth, has outstanding examples of arid landforms and arid-adapted biota in its sandy deserts, including the longest, longitudinal dune systems in the world.

N6: Australia has outstanding examples of freshwater and marine ecosystems and organisms that have evolved under conditions of fluctuating salinity, nutrient deficiency and changing sea levels

N7: Australia has coastal attributes of world importance. These include rock types and morphologies, sand barriers, deltas, dune systems and mangrove and salt pans.

N8: Australia has outstanding and globally significant records of past sea-levels, including those preserved in the morphology and evolution of its reef systems and islands.

- N9: Australia has fossil sites that are outstanding and exceptional in providing evidence of the key stages in the evolution of the Australian biota.
- N10: Australia has outstanding examples of relict biota reflecting ancient Gondwanan biota.
- N11: Australian rainforests are an outstanding example of ecosystems from which modern biota are derived. These rainforests are exceptionally rich in primitive and relict species, many of which are similar to fossils from Gondwana.
- N12: The Australian flora includes outstanding examples of the evolution of a diverse range of scleromorphic characteristics in response to low nutrient soils and a highly variable climate.
- N13: Eucalyptus-dominated vegetation in Australia is an outstanding example on a continental scale of forest and woodland vegetation by a single genus. This vegetation has evolved under stress, including conditions of high climatic variability, nutrient deficiency, and high fire frequency.
- N14: Australia has features and landscapes of outstanding natural beauty.
- N15: Australia has outstanding examples of globally unusual alpine vegetation that has developed in response to maritime conditions and poor soils.
- N16: Australia has outstanding and globally significant records of past climates, including those preserved in the sediments of a number of its lake systems.
- N17: Australia contains universally outstanding examples of landforms created by geophysical and geochemical processes in the earth's crust.
- N18: Australia contains outstanding examples of undisturbed physical and biological processes.
- N19: Australia has outstanding natural opportunities to record short term trends in atmospheric and oceanic (global) warming.

### **Cultural**

- C1: Australia provides the only example of where the hunting-and-gathering way of life has dominated an entire continent up to modern times. This way of life continues to play a significant role in the occupation of the continent, particularly in its northern and central sections.
- C2: Australia has Aboriginal art sites that represent a unique artistic achievement, as well as providing an outstanding record of human intervention with the environment over tens of thousands of years.
- C3: Australia has archaeological sites that represent an outstanding and globally significant record of human development.
- C4: Australia provides an outstanding example of where the religious system of hunting-and-gathering societies is embodied in the landscape.
- C5: Convict transportation to Australia is an outstanding example of how European powers initiated the colonisation of an entire continent.
- C6: The Australian goldrushes are an outstanding example of the global migrations associated with the nineteenth century goldrushes.
- C7: Australia provides examples of the encounter between hunting-and-gathering societies and nineteenth century European societies.

- C8: European expansion into the New World was a process of imaginative, as well as economic, appropriation in which explorers, poets, artists and photographers played a part. The first frontier, or land barrier, assumed special importance as the site of this encounter.
- C9: Australia has outstanding architectural and engineering achievements, representing masterpieces of creative and technical genius, the design of which are inextricably tied to their natural and cultural setting.
- C10: Australia expresses outstanding examples of humanity's quest to explore and inhabit the earth's southern latitudes.

Prepared by Vaughn Cox, World Heritage Unit, Environment Australia

## Appendix 4. Tourism and Recreation – Issues paper

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### **Tasmanian Parks and Wildlife Service Visitor Strategy and World Heritage Area Recreation and Tourism Strategy**

#### **Project Summary**

##### **Introduction**

The Parks and Wildlife Service (PWS) is running two major projects that relate to visitors over this and next financial year. The PWS visitor strategy (VS) looks across all sites managed by the Service and sets a broad management framework for what will be offered to visitors. The World Heritage Area Recreation and Tourism Strategy (RATS) looks in detail at how the World Heritage Area will be presented. The two projects have considerable overlap and are being run together. At this stage, it is planned to have a single report covering both. Both projects also inter-relate with research currently being conducted by Tourism Tasmania and an associated project to produce a marketing and information strategy for the PWS.

##### **Why?**

VS: The Service has many areas of land under its control where facilities provided and activities undertaken have evolved without an assessment of what visitors need. The VS aims to deliver better-targeted services by examining what we currently offer visitors and by assessing visitor needs. The outcomes of the VS will include:

- an assessment from the visitor's viewpoint of where improvements can be made;
- a visitor guarantee that specifies a basic level of service that will be provided across the reserve system;
- visitor service standards for major reserves;
- direction for development of visitor opportunities from a Statewide perspective; and
- recommendations on the allocation of resources and effort (e.g. which new facilities will be built and which old facilities will be maintained).
- Identification of the high priority natural and cultural sites that the PWS wishes to raise the profile of. An assessment of how or if these can be integrated with visitors expectations

RATS: Presentation of the World Heritage Area is generally covered in the World Heritage Area management plan but within this framework there is a need to cover aspects of presentation in both a more strategic and detailed manner. The RATS will do this and achieve the following outcomes:

- set the direction for World Heritage Area promotion, interpretation and information provision for the next five years (within the framework of the VS and in accord with the whole of government approach to tourism);
- determine the number, location and level of facilities and activities offered at Visitor Services Sites and Visitor Services Zones;

- resolve outstanding presentation issues from the 98 World Heritage Area plan (including locations for helicopter access and potential additional serviced huts);
- maximise the provision and diversity of recreation facilities and activities in the World Heritage Area within the constraints noted in the World Heritage Area plan; and
- recommend on how to minimise recreational conflict between different recreational users and minimise environmental impact.

**Who?**

An organising team has been set up that includes:

- PWS (planning [Tim O'Loughlin/Ann Wessing], tourism and recreation [Andrew Roberts/Ben Rheinberger] and interpretation [Steve Johnson]),
- Tourism Tasmania [Stuart Lennox/Jane Foley] and
- Sport and Recreation (to be appointed).

The organising team will examine all areas involved in the study. In addition a broader team will be established that includes the Tourism Council of Australia, Tasmanian Outdoor Recreation Council, service providers, Forestry Tasmania, recreation groups, other PWS sections (in particular regional and field staff), District Community Consultative Committees, Wildcare groups and local interest groups. This part of the team will have the choice of being involved in all areas but may want to limit their interest to particular locations/issues.

**What?**

*Marketing and Information*

A sub element of the VS is a marketing and information strategy to address the pre-visit information and opportunity awareness needs of visitors. This will provide for the marketing needs of the overall VS as well as providing a plan for the delivery of National Park marketing activities by PWS over the next two years. Consultants G3 and Tourism Solutions have been appointed to assist with this.

*Data gathering*

A major quantitative survey of representative recreation sites is being planned. It will examine what different visitors want at these reserves and where they believe improvements can be made to services. The survey is scheduled to run for 12 months from November 1998 and will form a baseline measure that can be repeated for monitoring purposes. Development of the survey is now underway. The survey will piggyback on a re-survey of data for an updated Centre for Regional Economic Analysis of the PWS's input into the Tasmanian economy.

A system of generic 'Visitor Categories' is also being developed as a tool to help analysis. This 'segmentation' of visitors to recreation sites will be based on the differing service/facility needs of different visitor groups. Once the size of these segments is quantified at each site, the priorities for visitor service infrastructure can be better identified.

The following draft categories have been developed:

Segment	Defining Characteristics
Stopover - Short	<10 minutes at site
Stopover - Long	10 minutes - 2 hours

Segment	Defining Characteristics
Day Visitor - Comfort	2 hours - full day: require high level facilities
Day Visitor - Get Away	2 hours - full day: require low level facilities, more adventure pursuits, e.g. fish, walk, bike etc
Easy Access Camper - Social	Camp near vehicle/yacht: beer, fire, pets, party
Easy Access Camper - Solitary	Camp near vehicle/yacht: quiet, nature, peace and quiet
Backcountry Camper - Comfort	Tent/walk camping: require high facilities (e.g. Cradle Huts)
Backcountry Camper - Get Away	Tent/walk camping: mid facilities (track, pit toilet)
Backcountry Camper - Remote	Tent/walk camping: low facilities (nil)

Overnight comfort seekers - e.g. Cradle Mountain lodge, may be an additional category.

Field staff and volunteers may be required to assist with distribution of the surveys. Qualitative market research (involving focus groups) is also planned and may be completed as part of the site visits (see below).

The current data collected from car counters and walker logbooks will also be collated and summarised for use in the project as will a summary of Tourism Tasmania's data.

The PWS is also contributing to an Attractions Strategy project in conjunction with Tourism Tas. and Arts Tas. to look at the most effective type, placement and/or enhancement of visitor attractions throughout Tasmania. Relevant information from this project will also be fed into the VS. Results from this should be available around December.

#### *Existing Facilities/Services*

Information is being gathered on the type of visitor facilities/services PWS presently caters for at different sites. This will be mapped to provide a graphic representation, so that each District can be assessed 'at a glance'. This is currently nearing completion.

#### *Key Focus Areas for Each District*

Using the information generated from the existing site analysis, visitor surveys and visitor segmentation, Key Focus Areas will be developed for each PWS District. That is to say, what are the strengths of each District? What are the unique, special or popular recreational and tourism values and experiences that we want to preserve or develop in that District? Where are these things occurring and where should they occur? Consultation with a number of relevant stakeholders will occur as the key focus areas are developed. This is planned for November–December.

#### *Site Visits*

The organising team will be visiting most of the major sites (for sites see "where" below) for on-ground inspections and to run workshops with all interested

stakeholders on the future for these areas. The workshops will include a look back at what has happened in the area over the last five years (rangers, service providers and others will be asked to make presentations here); an examination of where we are now; and a look forward to where we want to be in 2003. The organising team will be aiming to spend around three days at each site.

The information gathered from these visits will be combined with other planning information to develop the best course of action for each site investigated.

*Backcountry Areas*

As well as focusing on high use areas the RATS, in particular, will look at the use of back country areas - places away from the visitor services sites and zones. Specific tasks here include looking at the areas of interest to different communities of users, assisting in resolving user conflict and gaining feedback on proposals such as additional serviced huts and helicopter landing sites. These aspects will be covered by visits with user groups and possibly workshops and a survey of users if required. Aspects of this may be amalgamated with the site visits if this proves practical.

*Report write-up*

After the site visits there is approximately two months to write up findings, followed by a two month public comment period on the draft strategy.

*Final approval*

The strategy should be finalised early in the new financial year. The RATS will be considered by the World Heritage Area Consultative Committee and National Parks and Wildlife Advisory Council and be agreed to by the Minister and World Heritage Area Ministerial Council before it comes into force. At this stage it is envisaged both the VS and the RATS will be incorporated in the one document.

**Where?**

The VS will cover all major recreation sites in Tasmania managed by the PWS, approximately 150 in total. Of these it is currently planned to look at 15 in detail (principally those within the World Heritage Area and a number of examples of standard types of sites outside the World Heritage Area). The list below includes the likely but not final candidates:

Location		
Cradle	Hastings Caves	Marakoopa Cave
Lake St Clair	Mt Field	Liffey Falls
Strahan (inc Lower Gordon)	Maydena (gateway)	Freycinet
Melaleuca	Lyell Highway sites	Arthur Pieman
Cockle Creek	Liawenee	Mt William National Park

Asbestos Range. National Park?

**When?**

The VS is to be completed by July 1999 and the RATS is required to be completed within 12 months of the new 1998 World Heritage Area plan being approved. Plan approval is unlikely before December 1998, making December 1999 the deadline. At present we are intending to produce both the RATS and the VS in the one volume, if possible within the VS timeframe.

Task	Time
Team Establishment	September '98
Preparation and trialing of survey instruments, literature search, compilation of available visitor statistics	October - November '98
Visitor Research - quantitative (trial and implement surveys)	Nov. '98 ->
Visitor Research - qualitative (in association with site visits)	Dec. '98 - March '99
Existing Facility/Services summary completed	Nov. '98
Site Visits	Nov. '98 - Feb. '99
Marketing & Information Strategy completed	Dec. '98
Attractions Strategy completed	Feb. '98
Draft Visitor Strategy	Mar. - April '99
Two Months Public Comment	May - June '99
Final Visitor Strategy	July - August '99
Final approval granted and strategy in force	August - October 1999

### How?

How can you be involved? A number of ways ...

- Ask to be put on the email list for updates on progress (these should come out at least fortnightly to team members) contact Tim O'Loughlin at [timo@dpiwe.tas.gov.au](mailto:timo@dpiwe.tas.gov.au).
- If you are a ranger based at one of the locations to be studied in detail we will be contacting you over the next month once the timetable for visits is further developed.
- If you have any other queries or would like to register an interest for any of the workshops, email: [timo@dpiwe.tas.gov.au](mailto:timo@dpiwe.tas.gov.au) or contact one of the organising team members.

Prepared by Tim O'Loughlin, Planning Officer – World Heritage Area, Tasmania PWS

## Appendix 6 Current issues briefing

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### COMMONWEALTH FUNDING OUTLINE

*Mike Preece (Environment Australia World heritage Unit)*

There is a common concern for an objective and transparent process. There is, in fact, probably greater certainty under the current system of funding than there has been in the past.

#### **Funding for 1998/99 – 2000/01**

The Minister has advised the States that there is NHT funding totalling \$9.5 million per year over each of the next three years (total \$28.5m) available to the States to assist with World Heritage management. The disbursement of funds between the States will be competitive and based on project priorities.

#### **1998/99 funding**

The total allocation for 1998/99 is about \$10.5 million which includes a carryover from 1997/98 of about \$1 million. Of this, the Minister has already committed about \$7.2 million and has a balance of around \$2.8 million remaining.

The Minister will further consider projects already submitted by the States and announce a second round of funding allocations.

#### **Allocation process**

The current system seeks project proposals from the States for each World Heritage property. These are prioritised by the States on the basis of management plans for the properties. The projects proposals are developed by the agencies in association with various consultative bodies (e.g. community advisory committees, scientific advisory committees etc.).

The funding proposals need to be properly justified and presented and are assessed against specific guidelines developed by the Commonwealth based on its meeting World Heritage obligations.

The project proposals, along with the World Heritage Unit assessment of them, are forwarded to the Minister who makes the final decision on which projects are funded.

#### **Future directions**

- Significance of Bilateral Agreements (as discussed earlier in the workshop) to incorporate more certainty and accountability into provision of funding.
- Environmental impact statements
- Management plans
- Accreditation

## **WORLD HERITAGE VIDEO**

*David Bishop (Australian Heritage Commission)*

An outline was provided of progress with a video currently in production. Participants requested that the script and video footage of each World Heritage Area be referred to World Heritage Area managers for checking that inappropriate scenes were not inadvertently shown, and that the script would not encourage inappropriate visitor use or create new pressures for managers.

## **WORLD HERITAGE COMMITTEE MEETING NOVEMBER - DECEMBER 1998**

*Jon Day (GBRMPA) and Elizabeth Williams (Environment Australia World Heritage Unit)*

An overview was given of the proceedings of the World Heritage Committee meeting held in Kyoto just prior to the Australian World Heritage Managers' workshop.

## **AUSTRALIAN TRUST FOR CONSERVATION VOLUNTEERS**

*Gary Snowden*

The ATCV provides a resource available to all World Heritage Area managers on a negotiated and co-operative basis.

Gary Snowden outlined the way in which the ACTV operates, and can be contacted at:

Mr Garry Snowden  
Australian Trust for Conservation Volunteers  
PO Box 423  
BALLARAT VIC 3353  
tel: 03 5333 1483      fax: 03 5333 2166  
email: [garrys@atcv.com.au](mailto:garrys@atcv.com.au)

## Appendix 7 Updates on current issues affecting World Heritage Area management in Australia (World Heritage Area Managers)

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*Managers were invited to present summaries of key issues and events in their World Heritage Areas, identifying the most positive and negative (if any) issues and the most surprising events of the past twelve months.*

### **AUSTRALIAN FOSSIL MAMMAL SITES (AFMS)**

#### **Positives**

- Opening of new Information Centre (\$1.7m) for the Naracoorte AFMS.
- Stimulation of ongoing research.
- Steps being taken to formalise partnerships with principle research institution for multi-disciplinary research (N) & (R).
- Minister approved acquisition of key section of land to add to the Riversleigh World Heritage Area, which was strongly supported by Waanyi Aboriginal community.
- Not complete but well progressed management (N) + (R) plans: public comment phase completed, and the plans are now before State Ministers.
- The Valentine and Luly study was very supportive; no values were lost or challenged.
- Funding provided for new interpretive signage and toilet at 'D site', a key but remote visitor site.

#### **Negatives**

- Funding integrated with Natural Heritage Trust process now more difficult, complicated and inconsistent than it was, or needs to be.
- Still no formal agreement between the State and Commonwealth.
- 1998/9 funding has not been announced pending a review of research by international referees, yet protection and presentation works are still needed regardless of the research issues.

#### **Surprising**

- The timing of announcement of funding.
- The Waanyi community is in full support for addition of Riversleigh Homestead and fossil-rich areas currently outside the World Heritage Area.
- Century Zinc/Pasminco support for research, and sponsorship for an Earthwatch team.

### **CENTRAL EASTERN RAINFOREST RESERVES OF AUSTRALIA**

#### **Positives**

- Huge increase in funding to CERRA, e.g.. \$700,000 for track improvements in Queensland over two years.
- Planning has begun - a cross-border non-statutory plan now unifies the fragmented northern section.

- Strategic overview is almost finished.
- Announcements for the regional forest agreement means that all but one flora reserve has been handed across to national parks.

#### **Negatives**

- NSW did not get money to seal roads which are degrading.
- Glow worms did not get a run as they are not listed as a World Heritage value.
- Poor public attitudes and low awareness of World Heritage significance and values has led to problems with, for example, bushwalkers and tour operators.
- Numerous districts manage parts of the CERRA property, and there is a need for greater management consistency.

#### **Surprising**

- A big surprise in a climate of bricks and mortar: CERRA received funding to study the feasibility of long-distance walking tracks in the border region.

## **FRASER ISLAND**

#### **Positives**

- Draft Camping Management Plan completed.
- Tourism Review, following 8 years' moratorium.
- Staff recruitment and attitude has improved.
- World Heritage projects: nursery, rehabilitation, walking tracks, roads, monitoring, presentation.

#### **Negatives**

- Community attitude not improving greatly
- Dingo management - or lack of it.
- Failure to arrest erosion on roads.

#### **Surprising**

- Toyota fishing competition demonstrated environmental awareness.
- The extent of Ministerial awareness of issues. Differs from normal national park with respect to its World Heritage status.

## **GREAT BARRIER REEF**

#### **Positives**

- Many positive actions have occurred, including:
- Great Barrier Reef Marine Park Authority restructuring, recognising 4 critical issues:
  - Fisheries
  - Water quality
  - Tourism
  - Conservation & World Heritage.

- Two new Plans of Management - off-shore Cairns, and Whitsundays - are statutory documents for two areas which cater for 95% of Great Barrier Reef tourism.
- Establishment of Dugong Protection Areas: 16 'sanctuaries' declared for dugong protection, with restrictions on netting.
- Commencement of major project to determine Representative Areas, i.e.. to identify broad scale habitat in GBRWHA to ensure representative examples of each are in highly protected areas (IUCN Cat I or II).
- Release of new policy documents, available on the World Wide Web. e.g.. whale/dolphin policy.
- Introduction of Vessel Monitoring System (VMS) on commercial fishing vessels (mandatory on prawn trawlers by 1 July 1999) will markedly improve compliance and enforcement and will progressively be introduced to other commercial vessels.
- Increased funding for surveillance and enforcement (an additional \$3.4 million over three years).
- Regulations to prohibit mining throughout Great Barrier Reef Region are expected very soon.
- Addition of areas to Great Barrier Reef Marine Park (i.e. area currently outside Marine Park but within GBRWHA).
- Increased use of GBRMPA Web site (policy/plans now going on www).
- Release of comprehensive 'State of GBRWH Area Report 1998' - first 5 year 'State of Reef' report which highlights the pressures on the environment, the state of the environment and the management responses.

#### **Negatives**

- 'In kind' contributions to day-to-day management budget means reduced real funding with major implications for patrolling and field presence.
- Implications of New Native Title requirements, e.g.. notification requirements for the 1000+ permit decisions made every year.
- Possible cessation of the 'Effects of Line Fishing' Experiment half-way through the experiment.
- Cessation of many very successful Aboriginal Ranger programs due to lack of continued funding e.g.. CEPANCRM.
- Limited staff involvement in major projects: time and resources necessary to deal with them (e.g.. Port Hinchinbrook).

#### **Surprising**

- Opposition to the "Effects of Line Fishing" experiment.
- The over-night increase of the Environmental Management Charge (EMC) from \$1 to \$6 per person (subsequently reduced to \$4 due to tourism opposition).

## **HEARD ISLAND / MCDONALD ISLAND**

#### **Positives**

- No neighbours, no residents.

- First nominated in 1990, deferred, and resubmitted successfully in 1997.
- Illegal fishing craft apprehended (but you should have seen the ones that got away).
- Commonwealth Environment Minister Robert Hill attended meeting of CCAMLR (forum for Convention on the Conservation of Antarctic Marine Living Resources) and promised action against illegal fishing.
- Natural Heritage Trust funds to work up raw data collected in early 1990s.
- Web site - provides a 'virtual visit' to inform tourist visitors before landing on the island.
- Tourism needs control and education; a permit system exists.

#### **Negatives**

- 12 months since listing, but the World Heritage Area was not visited by the managing authority this year, as they (the islands) are very remote.
- Infrequent visits due to expensive ship time, and flow-on impacts to continental science programs.
- 1995 Plan of Management is outdated and doesn't reflect the listed World Heritage values.
- No observer program exists for tourism or fisheries, although observers have occasionally been placed on vessels. Data is being collected from legal fisheries.
- Continuing problem of high illegal fish catch.
- Atlas Cove (old ANARE station) needs rehabilitation.

## **KAKADU**

#### **Positives**

- Plan of Management was tabled twice in 1998, and is expected to be in force April 1999 and available on the Internet.
- Area plans finalised and approved for Jim Jim / Twin Falls, Magu and Graveside Gorge etc., the culmination of two years' work. They come into force once the management plan is in force.
- \$930,000 additional funding to repair flood damaged visitor facilities in Southern Kakadu - directed to visitor destinations.
- Kakadu Region Social Impact Study. Kakadu National Park was commended in the study for the way they dealt with Aboriginal people and the employment record of Aboriginal people in the park.
- Contracts (services) opportunities in the Park being taken up in increasing numbers by Indigenous people/organisations.

#### **Negatives**

- Delay in tabling Management Plan.
- Issues and tension over Jabiluka lead to difficulties in consultation on general park management issues with traditional owners.
- First instance of a decision of the Board not made on consensus; this is a possible negative outcome for future joint management.

- Traditional owners have signalled termination of leases out of concern about new environmental legislation.
- New Ministerial Council created without appropriate consultation. Does not allow for involvement of traditional owners

## **LORD HOWE ISLAND GROUP**

### **Positives**

- Recognition of marine World Heritage values - want to extend exclusive zone to 30 nautical miles.
- Declaration of marine park within State waters.
- Recovery plans for Lord Howe Island Wood Hen and land snail.
- Funding for research facility (from Commonwealth) on island. Can accommodate researchers and research volunteers.

### **Negatives**

- Lack of consultations by Government Agencies.

### **Surprising**

- Amount of good assistance from NSW NPWS.
- Board is now receptive to interpretative programs.

## **MACQUARIE ISLAND**

Macquarie Island is 700 km south of Hobart, and is cold, wet and windy. Access is by ship only. It is a Nature Reserve under the Tasmanian National Parks and Wildlife Act. There are proposals for a Biosphere Reserve and a Marine Reserve.

### **Positives**

- World Heritage Area listing (for geographical values)
- Profile.
- Three year vertebrate pest program; cat eradication with \$3m Natural Heritage Trust funding.

### **Negatives**

- Management plan reviewed but not completed.
- Fishing industry pressure.
- Ship trouble gave problems with remote hut re-supply.
- Lack of project resources.

### **Surprising**

- The World Heritage listing only succeeded on geological values (not biological or ecological values).

- Complexity of operations: the island's remoteness and the number of players involved in operational management.

## **SHARK BAY**

### **Positives**

- The World Heritage Area is generally going along well.
- The State-Commonwealth Agreement has been signed, and the CCC/SCA/Ministerial Council established.
- Planning is close to completion: there is a marine, terrestrial, and regional strategy and the World Heritage Strategy Plan.
- A number of T & R and NC projects have been implemented with very defined and good quality outcomes.
- Project Eden (a major cat control and Endangered Species program) is now managed by Operations personnel (rather than the Research Division).

### **Negatives**

- Community support is still an issue.
- The ACIUCN report was not satisfactory.
- Research and monitoring projects were not funded in 98/99.
- The Ministerial Council has not met for 12 months.

### **Surprising**

- CCC/SAC is working better than expected, since they have diverse and conflicting backgrounds.

## **TASMANIAN WILDERNESS**

### **Positives**

- Consultative committee consensus (from a diverse group), gives a strong message to managers. (Note: Need for committee members' terms on the committee to be staggered so the committee doesn't don't lose all the history at once).
- Increased community networking and volunteer programs including Aboriginal involvement.
- Evaluation and monitoring are showing whether we are achieving our objectives.

### **Negatives**

- Track strategy is largely complete but permit system for whole of the World Heritage Area is to be wound back to high priority over all.
- Funding through the Natural Heritage Trust for the World Heritage Area is mostly for 'ribbon snipping' projects.

### **Surprising**

- The Internet as a means of providing information is very useable and efficient.
- The net can deliver multimedia (sound, video) not available otherwise e.g. Tasmanian Devil, frog and bird calls

## ULURU – KATA TJUTA

### Positives

- Uluru Kata-Tjuta Board of Management feels the same way as Kakadu re: legislative changes and presence of NT Minister on the Board.
- Setting up of Office for Joint Management – lease requirement Community Liaison Officer, consultancy let, new office and staff of two with focus on community / Traditional Owner involvement in the running of the Park (Paul Josif and Kathy Bannister are the Co-ordinator and Assistant Co-ordinator for Joint Management).
- Effective fire management specifically to advantage two Schedule 1 Endangered Species, murtja (*Dasyercus cristicaudis*) and tjakura (*Egernia kintorei*) has been implemented recently.
- Effective control of buffel grass, an arid lands invasive weed, has begun.

### Negatives

- Plan of Management: present plan expired in December 97, but still in force. A new plan has been developing for 2<sup>1/2</sup> years, it is still in draft form but nearly ready for public comment in early 1999. Incremental increases in scope of commercial activities, against the guidelines of the Plan of Management, have proven difficult to deal with.
- Management, or lack thereof: since Sept. 97 we have had 7 Park Managers and 4 Assistant Park Managers, sometimes neither, which created a management vacuum, lack of consistent decision making and increased stress to staff.
- Visitor management: planning for 2000 Olympics Torch relay, which will be starting at Uluru (also a concern about 4000 media – hence may need support funding); proposal for moving of road; incremental increase in tour operator activities; growth of Yulara (few constraints except physical boundary – impact of use of water).
- Visitor safety: always a big concern for staff and Traditional Owners. There were 5 deaths at Uluru in the last 2 years, and one at Kata Tjuta. A range of safety management strategies have been implemented, including access restrictions, standard message, improved signage and brochures, improved track construction, emergency communications and rescue training, provision of water and shade infrastructure. An AAT hearing opposing visitor access restrictions has been launched by the tourist industry.
- Reduction in Government funding: Government said, “thankyou, we’ll have that” and reduced their funding accordingly. At present they only contribute \$1 million to Uluru, which directly supports 2 towns 1,300 people and plays a major role in bringing vast numbers of tourists to Australia (almost 200,000 of our visitors are from overseas), with consequent economic benefits for the country. Even the fuel excise earned by the Government from the service station at Yulara alone is more than \$1 million.

## WET TROPICS OF QUEENSLAND

### Positives

- Ten year anniversary of WTMA

- Management plan gazetted 1<sup>st</sup> September 1998
- Policy due on protection
- Better co-ordination between the two main agencies (WTMA and DEH)
- Protocols signed off for Aboriginal cultural issues
- Commercial focus program for protection of cassowaries
- Monitoring document completed – relates to Management Plan

#### **Negatives**

- Inconsistent and sporadic funding means that organisation is unsure of budget from year to year
- Competing funding demands: management plan priorities – vs – “appealing” types of projects
- Ministerial Council meeting held up because of State elections

#### **Surprising**

- New Board, although appearing to be very conservative, is very successful, and willing to stand by its hard decisions
- Management agreement with local Aboriginal groups for two areas

## **WILLANDRA LAKES REGION**

#### **Positives**

- Funding for a visitors carpark.
- NPWS recognised Aboriginal culture. Aboriginal heritage division set up.
- CD ROM on the Willandra Lakes area is being made.

#### **Negatives**

- The Traditional Owners think the carpark was put in the wrong place (i.e. in a lake), and that there was a lack of community consultation over where the carpark should have gone.
- Skeletal remains were returned to the Willandra Lakes area in a pile, creating difficulties with burials.
- Lack of funding for projects.

## Appendix 8 Wet Tropics Management Authority Management Issues Summaries

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### ISSUE: RESEARCH STRATEGY

Both strategic and operational planning and management of World Heritage Areas need a foundation based upon sound scientific research and advice. As new understanding of the dynamics of natural ecosystems emerge, environmental managers must adjust their thinking on how best to protect and manage evolutionary processes. At the same time, increasing pressures in the form of visitation, tourism developments, indigenous cultural practices and demands for infrastructure and utility services require a clear identification of priorities for research to establish 'best practice' and to assess the effectiveness of current management regimes.

A research strategy for the Wet Tropics biogeographic region is presently being developed by the Wet Tropics Management Authority in collaboration with other regional land management agencies in a partnership arrangement with the Cooperative Research Centre for Tropical Rainforest Ecology and Management (CRC-TREM).

The Wet Tropics Management Authority recognises that it has an important catalytic role to play in ensuring that world-class research is applied to finding solutions to management problems in the Wet Tropics region. The CRC-TREM is seen as an attractive and effective partner for building and operating strategic alliances and for effecting delivery. The research strategy is taking a demand rather than supply-driven approach, and is emphasising the matching of research to current and future needs so as to maximise the contribution from science and technology to the achievement of excellence in management.

Land managers and field staff in the region recognise the benefits to be gained in developing a strong nexus between the research being undertaken and on-ground management practices, but have expressed a desire to see a much stronger emphasis placed on a 'learning by doing', 'adaptive management' or 'best practice' approach, particularly with respect to tactical research. Land managers have also expressed the need for research programs which promote the study of the interrelationships of human and natural systems and which focus on the crucial gaps in knowledge which are limiting our ability to manage in an informed manner. They also considered it important that both environmental research and socio-economic research need to be included in any research strategy. For research to be useful it must also aim, and be specifically designed, to help achieve on-ground improvement in the management of both the World Heritage area and its surrounding region, not just produce new knowledge in the form of research and development outputs.

The purpose of the Wet Tropics Strategic Research Plan is to set a broad framework for ecological land management research activities in the region for the next five to seven years. The plan is being produced in collaboration with both land management and research staff to develop research programs that directly link research activities to management requirements. The plan aims to encourage excellence and innovation, and is developing strategies to achieve effective integration of the outcomes of research, monitoring and technology transfer into management programs. The plan will also attempt to promote the standardised or compatible collecting and reporting of selected data in such a way that the results may offer a common data base for both research and management.

## **Stages in Process**

### **Stage 1**

It was considered important to ascertain both what researchers think are important areas of research needed by land managers, and conversely what land managers and field staff think are important areas needing research. This was assessed through the CRC reapplication process and associated workshops, from management and field staff surveys, and from institutional commentaries associated with the CRC reapplication process. The purpose of this initial stage was to identify the perceived key issues or areas requiring research needed to provide high quality, scientifically based information to support planning, policy and decisions.

### **Stage 2**

An inventory/audit of recent and current research undertaken in the region, or which has been funded by land management agency within the region, was also seen as an important preliminary task. This step was designed to establish what areas of research are currently, or were recently, considered important either by the land management sector or by the scientific research community in the region. An added benefit of the results of this process is the production of a register of 'experts' categorised by area of expertise, to be called upon for advice when required.

### **Stage 3**

The results of the above two stages have been compiled and sorted into a matrix of research types and topics. Small workshops of Authority and land management staff are being held to gauge how well land managers understand identified areas of management concern and to identify emerging management issues for which proactive research is urgently required.

### **Stage 4**

The combined results of the above stages will be used to identify knowledge deficiencies and gaps. These areas for which greater knowledge and understanding would benefit land management will then be allocated to the three broad categories of strategic research, tactical research and monitoring. Within each category relative importance and/or urgency ratings will be determined.

### **Stage 5**

An ability to harness, access and use information and the science and technologies underlying it has been recognised as critical to the future management of the World Heritage Area. Hand-in-hand with this research must go the development of an effective mechanism for interactive communication between land managers and researchers. Translating research outputs into practical management and policy formulation will dictate the success of the strategy.

The CRC-TREM has agreed to an innovative process involving the direct involvement of research users in all research programs from the conception stage to implementation. To assist with this process, a program support group will be established including a land manager 'program sponsor' which will monitor the progress of each research program and ensure that effective communication exists between the various land management agencies and the researchers. This delivery strategy should ensure that the research programs themselves have the objectives, outputs, and outcomes that land management agencies require and that as each research program develops, research outputs can be progressively implemented and the research program modified if necessary.

Briefing Officer: Steve Goosem  
Approved: Senior Principal Scientist  
Date: 18 November 1998  
File No: 5326

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## ISSUE: IMPLEMENTATION OF THE WET TROPICS PLAN 1998

### BACKGROUND

The Primary Goal for the management of the Wet Tropics Area is established under the Wet Tropics World Heritage Protection and Management Act 1993 (the Act). It states :

*“To provide for the implementation of Australia’s international duty for the protection, conservation, presentation, rehabilitation and transmission to future generations of the Wet Tropics of Queensland World Heritage Area, within the meaning of the World Heritage Convention.”*

The Wet Tropics Management Plan 1998 (the Plan) came into operation on 1 September 1998. This was the culmination of many years work and represents a significant milestone for the Authority.

The Plan is required under the provisions of the Act. The draft plan and previous “Strategic Directions” report were subject to extensive and rigorous consultation process involving the key public land holders, private land holders within and adjacent to the Area, Aboriginal people particularly concerned with land in the Area, local government, infrastructure agencies and a host of sectoral and community interest groups.

The Plan regulates land use throughout the area using a zoning system based on the integrity of the World Heritage values throughout the Area. As a result, the vast bulk of the Area is located in either Zone A or Zone B, the zones where the integrity of the values is highest. Two others (zones C & D) provide for community infrastructure and visitor facilities respectively. Most of these cover areas of existing infrastructure.

The main focus of the land use control provisions of the Plan is to regulate activities which are likely to impact on vegetation, earthworks and streams. While permits can be obtained to maintain most existing activities throughout the Area, new developments are generally not permitted, except in the public utility/visitor zones (C & D). Grazing is restricted to areas outside rainforest and the Plan has regulated motor vehicle use of roads in the Area.

However, some flexibility is provided on private land (freehold, leasehold, etc.) and native title areas where activities of a domestic character or which are consistent with the native title rights of Aboriginal people may be permitted. Existing activities may also be permitted.

The Plan provides a means through which local councils can apply for rezoning of land from Zone B to Zone C to allow for the construction of essential community infrastructure. This process requires the preparation of an environmental impact assessment and a public exhibition process.

The Plan provides for negotiated agreements with land holders where activities which are otherwise prohibited may be allowed provided the land holder takes actions which contributes in some way to the achievement of the Primary Goal.

### Plan Implementation Process

The initial focus of Plan implementation has been;

- establishing the necessary administrative systems to support the statutory processes of the Plan;

- making direct and individual contact with all private land holders in the Area (about 250 in all), to determine the extent and likely impact of their current activities and to determine if these activities need to be regulated;
- similarly, contacting all local authorities, infrastructure agencies and private resource users (a further 50 users) concerning the impact of their existing activities;
- establishing agreements with the key public land management agencies (the Department of Natural Resources and the Department of Environment and Heritage) delegating responsibility for permit application assessment and decisions. It is intended that most aspects of Plan administration will be delegated to these agencies by the end of 1999.

These activities are intended to be completed by the end of 1998.

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## ISSUE: STAKEHOLDER LIAISON GROUPS - SUMMARY

The Wet Tropics Management Authority has recently moved to improve its relationship with key stakeholder groups by forming three new liaison groups. Under the *Wet Tropics World Heritage Protection and Management Act 1993*, the Authority must have a Community Consultative Committee (CCC) and a Scientific Advisory Committee (SAC) but also may establish as many other advisory committees as it considers appropriate. The Authority also recognises Bama Wabu, a peak rainforest Aboriginal group, which, although by its insistence it sits outside the formal management structure, is partly resourced by the Authority and has an advisory role at Board meetings.

The three new liaison groups are:

**Landholders and Neighbours Liaison Group (LNLG).** Its primary function is to act as a conduit for the two way flow of information between the Authority and landholders and neighbours. The Wet Tropics World Heritage Area has about 230 freehold and leasehold landholders within the listed Area and an estimated 3,000 immediate neighbours. Practical issues of immediate concern include feral animal and weed control, fire management, boundary fencing etc but the major issues identified by the group is the need to build mutual trust between the Authority and landholders and to develop lines of communication that overcome the problem of misinformation. The LNLG members represent communities from Townsville to Cooktown, and cover a variety of land uses from rural residential to agricultural and pastoral landholdings.

**Tourism Industry Liaison Group (TILG).** The TILG is a forum for liaison between tourism operators, land managers, the Authority, Aboriginal peoples and other relevant groups. Tourism membership is drawn from regional and sub-regional tourism associations and peak sector groups (e.g. PATA, ITOA) together with some key industry leaders. Initial work for this group has involved work on the Wet Tropics Nature-Based Tourism Strategy and Walking Track Strategy.

**Conservation Sector Liaison Group (CSLG).** The purpose of this group is to act as a forum to identify, discuss and where possible resolve conservation issues relating to the World Heritage Area. Membership is drawn from peak conservation groups in the region and reflects both "political" (e.g. the Wilderness Society) and "hands-on" (e.g. Tableland Frog Club) conservation groups.

**Features in common to the three groups are:**

- each group has 15 to 20 members
- each group is chaired by a Wet Tropics Board member thus ensuring items discussed at meetings find a “voice” at the Wet Tropics board meetings via verbal reports and written records of meeting.
- no sitting fees are paid although travel and other legitimate expenses are paid at the standard government rate.
- each group is expected to meet about three times a year.
- expected appointment is for three years - members are asked to commit to a three year process.
- Secretariat for the three groups is provided by the Authority’s Community Relations Program. The purpose of Secretariat is to ensure the groups function effectively and provide an effective platform to discuss and resolve often contentious issues.
- each group has operational guidelines.
- the Wet Tropics Community Consultative Committee is represented on each liaison group and CCC members provide a verbal report at CCC meetings on the activities of the liaison group.

There were differences in the method of appointment of the three groups. Selection of the LNLG followed public advertisement while selection of the other two groups involved invitations to key organisations to nominate members.

**Issues**

Several issues have been identified regarding the three groups:

**1. The capacity to raise the temperature of some issues simply by virtue of the groups’ existence.**

In selecting the groups strong consideration was given to ensuring a diverse range of community viewpoints was represented. In the first meetings of these groups this has led to spirited and sometimes almost volatile discussions. This validated the selection process, the argument here being that if the liaison groups and the Authority spent all their time agreeing with each other, there would be little point in having the groups in the first place.

**2. The “divide-and-rule” criticism.** One initial criticism of the new groups was that the Authority would be able to sell different stories to different groups. This has been hopefully overcome by instigating cross-membership with the CCC and freely distributed records of meetings.

**3. Resourcing.** Servicing three new groups is a major undertaking, particularly in an organisation with no defined Secretariat. Each meeting costs about \$1,000 largely to reimburse travel costs and involves several days’ work in pre and post meeting organisation. A key consideration is identifying the point of inflection where the servicing of the groups to enable them to function effectively changes to over-servicing with little or no additional gain for management.

**4. Liaison group shopping lists.** While the aim of each group is to identify issues, there is a danger of groups developing long “wish lists” of issues that are beyond the scope of a small organisation like the Authority to deal with. While this happened in early meetings, the groups are now being encouraged to prioritise issues for resolution.

**5. Stakeholder or sub-regional groups?** With limited staff and financial resources and with a need to extend the consultative process beyond the CCC and the SAC a decision had to be made between establishing the industry liaison groups or sub-regional advisory

committees. In reaching its decision the Board recognised the key issues confronting the Authority were mostly sectoral rather than geographical.

**6. Busy people.** As is often the case, in choosing liaison group members the Authority was mindful of the dilemma that often the most suitable and useful members were often too busy with other commitments to join another group. A conscious effort has been made to ensure the groups only have three meetings a year and agendas are structured to ensure members do not regard the meetings as a waste of valuable time.

Briefing Officer: Andrew McKenzie  
Date: 18 November 1998  
File Nos: 5252,5273,5275

## Appendix 9 Kakadu National Park Management Issues Summaries

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### ISSUE: INDIGENOUS INVOLVEMENT IN PLANNING IN KAKADU NATIONAL PARK

Relevant Aboriginal people and traditional owners are involved in park planning through two processes. Firstly as a legal requirement as part of the Board of Management's role and secondly as an expectation of the joint management process. Kakadu National Park is managed by the Kakadu Board of Management and the Director of National Parks and Wildlife, in accordance with a plan of management for the park. The key objectives for managing the park are to:

- recognise Aboriginal interests;
- conserve the natural and cultural heritage of the park, which is of regional, national and international significance;
- while recognising an obligation to encourage public appreciation and enjoyment of the park, the provision of access to the park by visitors must not be at the expense of, or allowed to take priority over, the preceding; and
- encourage visitors to appreciate, enjoy and understand the park.

As per the fourth plan of management, the park is to be managed in such a way that the rights, interests, skills and knowledge of the traditional owners are respected and integrated in all of the park's management programs. The park is to be a place where traditional owners and the Australian Government work as partners in combining Aboriginal land management skills and modern park management practices. The Board of Management, which has an Aboriginal majority representing the Aboriginal traditional owners, determines policy and is responsible, in conjunction with the Director, for the preparation of plans of management for the park.

In developing a plan of management notification first comes from the Director usually two years before expiration of the current plan. Once notified, the park calls for submissions from the public to provide input in deciding the future management of the park. Input is also sought from all relevant Aboriginal associations through this process. Aboriginal traditional owners and residents are able to provide comment via these associations during these initial stages.

Once a call for comment has been undertaken a consultative committee is formed consisting of three groups i.e. park staff; Aboriginal traditional owners and residents; and the Board of Management. The Aboriginal consultative committee is a body established with the advice of Northern Land Council to represent traditional owners and other Aboriginal residents of the park. Meetings with this committee were held monthly over the consultation phase at various locations.

Various stakeholder meetings are held with participation of the general public being sought via a number of mediums and forums. Staff attend meetings with interest groups and associations to discuss the process and lead discussions. This includes their attendance at meetings of groups/associations such as the Darwin Region Tourism Association, Katherine Region Tourist Association, Kakadu Visitor Organisation, Jabiru Town Council, NT Environment Centre, Darwin Bushwalking Club and fishing groups discussing relevant concerns.

Discussion from stakeholder meetings is then addressed at Board of Management meetings. This leads to a draft plan of management being developed. More public meetings are then held with relevant stakeholders and another call for submissions is placed for the draft plan. A representations document is developed which provides all public submissions. From this document comments on representations is developed which addresses all public concerns and how the Board addresses them. A final plan is then developed by the Board and forwarded for ministerial approval. During this process the consultative committees involved are the Board of Management; the Kakadu Consultative Committee, the Tourism Consultative Committee, the Research Advisory Committee and park staff. Aboriginal involvement is heavily emphasised throughout the plan of management process through the Kakadu Consultative Committee and Board of Management input.

The fourth plan makes provision for the process of subsidiary plans or area plans. An area plan is a management tool to protect the natural, cultural and recreational values of a specific site.

In developing a plan of management there are several consultation processes involved. Outlined below are the various stages of consultation implemented for the fourth plan of management.

#### **Director**

Notification is received from the Director, usually two years prior to the expiration of the current plan, for the development of a new plan. A call for submissions is offered through the process of issuing discussion papers.

#### **Discussion papers**

Key issues are outlined in discussion papers. These papers are distributed to all relevant stakeholder groups. Opportunity is also provided to general public to obtain discussion papers for the purpose of providing input on issues of concern.

- Submissions received from various stakeholder groups
- local Aboriginal associations' opportunity for input
- The Northern Land Council are given opportunity to provide input

#### **Stakeholder meetings**

Relevant staff addressed stakeholders offering opportunity to raise issues of concern for inclusion in the draft plan.

- Consultation with Kakadu Consultative Committee
- Aboriginal associations are consulted regarding issues outlined in the discussion paper which they may want addressed within the context of the draft plan of management.
- Meetings held with Kakadu Tourism Consultative Committee
- Meetings held with Kakadu research Advisory Committee
- Park staff are consulted

#### **Board of Management meetings**

Summaries of submissions received and issues raised by the above mentioned consultative committees are presented to all Board members.

### **Draft plan of management**

The Kakadu Board of Management along with the Director of National Parks & Wildlife prepare a draft plan of management. The draft plan is then released for public comment.

- Further consultation takes place with stakeholder groups on draft plan.
- Public submissions received from stakeholder groups
- Public submissions received from Aboriginal associations and traditional owners

### **Representations**

- Stakeholder groups meet with Kakadu Board of Management
- All representations received are compiled into one document for the Board's consideration
- Each representation is addressed by the Board and actions are documented

### **Final plan**

The final plan is developed and tabled for approval before the Board of Management

- Input from Aboriginal Board members

### **Ministerial Approval**

Plan is forwarded to the Minister for approval. It is then required to be tabled for 20 sitting days in parliament before finalisation.

- Copies of all representations are forwarded
- Copies of all Kakadu Board of Management comments on representations are forwarded

### **Subsidiary/Area plans**

They are developed with input from the affected traditional/clan groups for specific areas under consideration.

Extensive consultations with Aboriginal traditional owners and residents take place, usually on site.

Prepared by: S Toth and Scott Suridge (source Kakadu National Park Fourth Plan Of Management)

## **ISSUE: STAGES OF PLANNING KAKADU NATIONAL PARK**

The evolution of Plans of Management in Kakadu parallels the development of planning documents throughout much of Australia.

Across Australia early plans of management were part of an information driven phase, including long documents largely full of resource information. Less information was included on policy and implementation. Often plans were interested in the expansion of the protected area system more so than managing the existing area.

Early planning documents, for Kakadu, were written in a way that crossed the lines between management issues and park features. Large sections of the

documents were taken up recording information that had or was being collated through other forums. Notably approved research projects and a number of commercial publications about Kakadu.

The first Plan of Management (1980) was a document that devoted about 250 pages to describing the features of Kakadu. Less pages were allocated to management of the park. The management details provided in the first plan are considerably different to that produced today. The management detail was very descriptive e.g.; New Park Developments - "tourist facilities will include tables and seating of both concrete and timber construction and barbecues..... In general signs will be of routed timber but some interpretive signs may be of plastic or metal depending on the location." (pp 327-328). This style of planning resulted in the document being well out of date before the end of its projected life.

The second and third Plan's of Management saw much reduced documents in terms of size. This coincided with a gradual move away from a descriptive document to a document prescriptive in nature. This resulted in an increase in emphasis to implement the recommendations of the plan.

The third plan saw the concept of area planning introduced as part of the planning process. Three layers of planning were being undertaken in Kakadu, namely the Plan of Management, area plans and site plans. Each had a specific role to ensure a comprehensive planning process was being undertaken. These roles further evolved during the life of the third plan and were expanded in the proposed fourth plan. They are defined below along with the documents that set the framework for Kakadu's strategic planning direction.

<b>Strategic Direction</b>	
	<i>Strategic Directions</i> are sets within the frameworks of the World Heritage Committee of the World Conservation Union (IUCN), <i>National Parks and Wildlife Conservation Act 1975</i> , <i>Aboriginal Land Rights (Northern Territory) Act 1976</i> , Kakadu National Park Lease Agreements and Environment Australia Corporate Plan.
<b>Planning Process</b>	
<b>Level 1</b>	The <i>Plan of Management</i> is a legal requirement of the <i>National Parks and Wildlife Conservation Act</i> . It presents the management direction of Kakadu following consultation with traditional owners and other stakeholder groups.  The Plan of Management sets broad prescriptions for the management of the park and general parameters which act as a guide for park managers.
<b>Level 2</b>	<i>Area plans/management strategies</i> specify in detail strategies for a range of management issues. Area plans address issues associated with tourism areas and activities. In the case of management strategies natural and cultural heritage issues are addressed.  These documents are descriptive and provide a course of action that allows for a more dynamic approach to managing issues. By permitting area plans/management strategies to be produced during the life of a Plan of Management, not before, changes in knowledge, technology, visitor use patterns etc can be incorporated.  Consultation requirements are determined in the Plan of Management and the level of detail required in the area planning/management strategy process provides the opportunity for greater discussion with stakeholders.
<b>Level 3</b>	<i>Site plans</i> may be required for specific infrastructure referred to in the area plan, for example car park design or elevated board walk style. <i>Implementation plans</i> serve a similar role of assisting in defining the detail required to undertake management strategies.

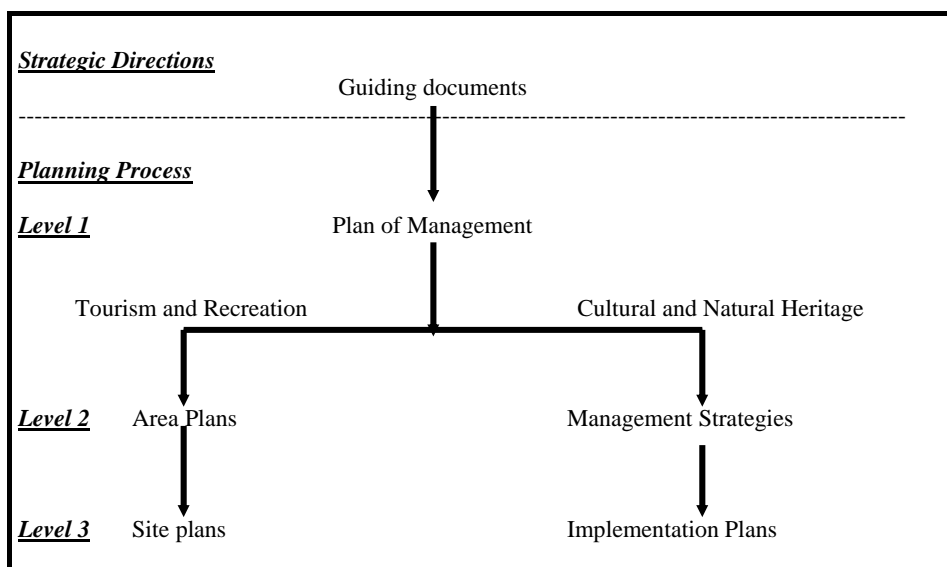
Following the publication of the third plan came a breakthrough in the relationship between management issues and park features, as part of a Plan of Management. The ANCA and NARU jointly published *Kakadu: Natural and Cultural Heritage and Management*, (Press et al 1995). This book provided descriptive park features information complementing the management issues addressed in the Plan of Management.

Building on from the third plan are the changes that are apparent in the proposed fourth plan. The most notable changes being:

- the draft and proposed fourth plan's were prepared jointly by the Kakadu Board of Management and Parks Australia. Their development was based on a clear and strong recognition of the role of joint management in the planning process;
- the move to plain English helped to facilitate interested people outside of the park management field using and understanding the plan of management. *Bining/Munggyu* interests were a major part of this consideration; and
- the need for long term strategic planning, looking beyond the five year life span of a plan, were identified in the vision, managing the park and guiding principles sections of fourth plan.

A tiered approach to planning, which is shown diagrammatically below, allows the development of documents that refer to the function or role of individual parcels or units within a land system. Area plans/management strategies fill this role. Under this approach, the preparation of individual area plans is made simpler and has the benefit of addressing site specific issues, that could otherwise not be addressed in the Plan of Management. The documents which provide the overall strategic direction, listed above, are an integral part of developing a framework for the Plan of Management. The area plans/management strategies are developed in accordance with the Plan of Management. The need for site plans/implementation plans are identified in the area plans/management strategies.

**Diagrammatic representation of tiered planning process: Kakadu National Park**



This approach is important for a park of the immense complexity of Kakadu. The complexity is a function of the size, landscape diversity, natural and cultural heritage values and the number of language and traditional owner/clan groups that have direct association with the park.

Geoffrey Roberts of Manidis Roberts Consultants surmises that it is simply not good enough to continue preparing management plans as they were in the past. He proposes a shift towards a system approach, through the preparation of an overall strategic directions plan for a particular system, with individual management plans slotting into this framework. The Kakadu approach of preparing a Plan of Management with area plans and management strategies developed to address localised management needs is a variation on this approach that can be applied to the park's unique situation.

ANZECC are about to embark on a 'best practice' paper for the development of plans of management. The Kakadu approach to planning is supported by the Victorian and New South Wales agencies. Both agencies are preparing Plans of Management to around fifty prescriptive pages. These condensed plans of management, like Kakadu, are supported by a series of additional planning documents.

Prepared by: Terry Bailey (Planning Officer Kakadu National Park 1998)

## Appendix 10 The World Heritage Area Trip Cycle

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This summary of examples for a typical trip cycle to a World Heritage Area was compiled by Andrew Cleland, World Heritage Unit, from the managers' briefings.

### **1 Pre-visit**

- Tasmanian Wilderness - use the new internet information for pre-visit information.
- Heard Island / McDonald Island: there is a new Web site for tourism operators.

### **2 Presentation and visitor expectations**

- Uluru: the start of the Olympic torch relay will be a major attraction.
- Heard Island / McDonald Island: ANARE site at Atlas Cove.
- Uluru: the incremental increase in tourism activities is expected to continue.

### **3 On-site Interpretation**

- Lord Howe Island Group: LHI Board has now supported interpretation and signage.
- AFMS: visit the major new interpretative and visitor centre at Naracoorte.

### **4 Infrastructure**

- Fraser Island: there has been World Heritage funding for visitor infrastructure (lookouts, walking tracks, roads)
- Tasmania Wilderness: walking tracks strategy is being implemented but there is no permit system
- Kakadu: there has been flood damage to visitor infrastructure and funding is needed for repairs.
- Macquarie Island: tourism operators are being encouraged to accommodate visitors on ships to minimise infrastructure demands on the island (e.g.. accommodation, waste).

### **5 Safety**

- Uluru visitor safety issues: five people have died in the last two years. There is a need to provide shade and water, and restrict access. There are possible legal liability issues.

### **6 Implementation of plans**

- Shark Bay: has implemented a tourism and recreation strategy.
- Fraser Island: tourism plans and permits are in place and camping management plan is being developed.
- CERRA: to support planning there is now a need for standards on types of visitor and recreation activities allowed in World Heritage Areas.
- Willandra: there has been inappropriate placement of a new car park without consultation with Traditional Owners. Note that visitors' interests are not the only ones that need to be considered in planning.

### **7 Monitoring the impacts of tourism**

- Heard Is / McDonald Is: - observers are needed on tourism vessels; there are none at present. Evidence of damage through indiscriminate usage.

## Appendix 11 Workshop Agenda 1998

### WORLD HERITAGE MANAGERS WORKSHOP

7<sup>th</sup> – 8<sup>th</sup> December 98

Jemby-Rinjah Lodge, Blackheath NSW

**Workshop purpose:** To provide information briefings and a forum for discussion of current management issues for Australia's World Heritage Areas

**Workshop themes:**

Theme 1 Indigenous Involvement in Management of World Heritage Areas

Theme 2 Monitoring

Theme 3 Recreation and Tourism Strategies

Theme 4 Presentation of World Heritage values

**Workshop Convenors:** Michael Preece, Maryanne Humphreys

**Workshop Facilitator:** Lorraine Cairnes

### DAY ONE - MONDAY 7 DECEMBER 1998

OPENING SESSION	
9.00 am	Official welcome and introductions
9.10 am	World Heritage - current issues briefing <i>World Heritage Unit</i> <ul style="list-style-type: none"> <li>• World Heritage Committee Meeting Nov-Dec 1998</li> <li>• Implications of the new Commonwealth Environment Legislation for World Heritage Areas <i>Andrew Cleland</i></li> <li>• Funding Outline <i>Michael Preece</i></li> <li>• World Heritage video <i>David Bishop (Australian Heritage Commission)</i></li> </ul>
10.15 am	MORNING TEA
10.45 am	Australian Trust for Conservation Volunteers: A World Heritage Area Resource <i>Garry Snowden, ATCV Melbourne</i>
11.15 am	World Heritage Areas management issues (Part 1) <i>WHA Managers</i>
12.30 pm	LUNCH
<b>THEME ONE - INDIGENOUS INVOLVEMENT IN MANAGEMENT OF WORLD HERITAGE AREAS</b>	
1.30 pm	Issues presentation: "Aboriginal involvement in the management of WTMA." <i>Vince Mundraby, Bama Wabu Cape York Land Council and Bruce Lawson, WTMA</i>
2.00 pm	Workshop Session

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3.30 pm	AFTERNOON TEA
4.00 pm	Workshop session report back
5.00 pm	World Heritage Area management issues (Part 2) <i>WHA Managers</i>
5.30 pm	International issues: Kakadu briefing <i>Dr Elizabeth Williams (World Heritage Unit)</i>
7 pm	DINNER  After dinner presentation <i>Ian Brown + Geoff Luscombe - Blue Mountains National Park</i>

**DAY TWO - TUESDAY 8th DECEMBER 1998**

7 am	Guided inspection in Blue Mountains National Park – part of the Greater Blue Mountains Area World Heritage nomination
8.15 am	BREAKFAST
<b>THEME TWO – MONITORING</b>	
9.00 am	Issues paper <i>Vaughn Cox (World Heritage Unit)</i>
9.15 am	Workshop session
10.15	Report back
10.45 am	MORNING TEA
<b>THEME THREE – RECREATION AND TOURISM STRATEGIES</b>	
11.00 am	Issues Presentations <i>Tim McLoughlin and Andrew Cleland (World Heritage Unit)</i>
11.10 am	Workshop session
12.15 pm	Report back
12.45 pm	LUNCH
<b>THEME FOUR - PRESENTATION OF WORLD HERITAGE VALUES</b>	
1.45 pm	Issues paper <i>Rod Atkins (World Heritage Unit)</i>
2.00 pm	Workshop session
3.00 pm	Workshop report back
3.30 pm	AFTERNOON TEA
<b>FINAL SESSION</b>	
4.00 pm	Concluding plenary session
5.00 pm	Conclusion of workshop

**DAY THREE WEDNESDAY 9th DECEMBER 1998**

8 - 11 am	Field inspections within the World Heritage nominated Greater Blue Mountains Area
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## Appendix 12 Themes from the agendas of the previous World Heritage Managers' Workshops

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### **FIRST WORLD HERITAGE MANAGERS' WORKSHOP**

**December 1993 University House, Canberra**

1. Standard uniform management, code of practice; corporate identity for World Heritage properties
2. Management plans and strategic directions
3. Funding proposals, grants program development, criteria and a rationale

### **SECOND WORLD HERITAGE MANAGERS' WORKSHOP**

**November 1994 Hydro Majestic Hotel, Medlow Bath NSW**

1. User Pays
2. Consultation with Stakeholders
3. Presentation and Educating the Community
4. Consistent Management Techniques

### **THIRD WORLD HERITAGE MANAGERS' WORKSHOP**

**October 1995 University House, Canberra**

1. Involvement of the community in consultation and management
2. Involvement of Indigenous people in World Heritage Management
3. Presentation and communication strategies
4. Monitoring
5. Finance

### **FOURTH WORLD HERITAGE MANAGERS' WORKSHOP**

**September 1996 Gorman House, Canberra**

1. Monitoring and Reporting - methods for developing a generic monitoring/reporting model for all World Heritage properties.
2. Cost Recovery
3. Presentation in Context

## Appendix 13 Themes suggested for next World Heritage managers' workshop

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*The following themes were suggested for the next Managers' workshop by the managers who attended the Blackheath workshop on 7-8 December 1998.*

### **General**

- Structure of the workshop - case studies in more detail, resolutions, workshop design to incorporate time for these
- Sharing case studies from specific properties.
- Revisit the issues of monitoring, recreation and tourism strategies, presentation

### **Visitor management**

- Commercial operator training
- Tour operator charges for specific and general activities
- Managing visitors - tourist and recreation, presentation
- Interpretation
- Community relationships - social context of World Heritage Areas.

### **Monitoring**

- Monitoring update
- No more monitoring workshops until we are further down the track!

### **Funding**

- Funding agreement (Commonwealth and States)
- Cost recovery strategies

### **Indigenous issues**

- Indigenous involvement in World Heritage issues
- Identify Indigenous cultural issues
- Baseline Indigenous issues

### **Management Planning**

- Planning within World Heritage Areas - compare different areas, what are World Heritage Unit expectations concerning management planning?
- Management planning - what do we want or need, workshops, guidelines
- Management issues concerning the marine / terrestrial split

## Appendix 14 Workshop evaluation

### 1998 WORLD HERITAGE MANAGERS WORKSHOP EVALUATION

The workshop evaluation indicated that most participants were satisfied with the workshop and its content and location.

The evaluation revealed a number of useful points which will assist in future workshop planning:

1. The managers value highly the opportunity to interact with each other, and would like more opportunities to extend this by sharing experiences through case studies.
2. The content of this workshop was ambitious for the time of two days, and more time for plenary discussions would have been desirable. There were four major themes, as well as introductory sessions, Manager's Briefings, briefings from the World Heritage Unit, and a concluding plenary session. Providing more time for general discussion would have meant restricting the content to fewer themes, or a longer workshop. [*Note: there was a commitment to include all of the topics previously identified by Managers for discussion – but see # 3 below.*]
3. There is a desire that future workshops should address some (fewer) topics in greater depth. Those specifically identified were planning, monitoring, and recreation management. Risk management was also suggested as a future topic.
4. The venue was highly praised, with a small number of comments about crowded accommodation, apparently from those who shared three to a room.
5. The five-minute Managers' reports were appreciated, although one participant said that there should have been some warning. (*Note: all participants were requested in advance to prepare a two page note on their area for presentation – only a few did so.*)
6. For many responses, there were opposing views. For instance one respondent thought that the workshop group was too large for plenary discussion – another said “sick of workshop issue-searching round robins” – and another commented “too many formal presentations”.

Responses were received from 21 of the 35 participants. Not all responses scored all questions, and so not all scores add up to the total of 21.

### **1 LOCATION**

#### **1a How satisfied were you with workshop facilities**

Very satisfied	15	75.0%	
Satisfied	5	25.0%	100%
Dissatisfied	0	0	

#### **1b How satisfied were you with the accommodation**

Very satisfied	15	83.3%	
Satisfied	4	20.0%	95%
Dissatisfied	1	5.0%	

#### **1c How satisfied were you with the location of the workshop**

Very satisfied	17.5	83.3%	
Satisfied	3.5	16.7%	100%
Dissatisfied	0	0	

## 2 WORKSHOP CONTENT

### **2a How satisfied were you that the workshop clarified or enhanced your understanding of current World Heritage issues in Australian**

Very satisfied	7.5	37.5%	
Satisfied	10.5	52.5%	90%
Dissatisfied	2	10.0%	

### **2b How satisfied were you that the workshop clarified or enhanced your understanding of management issues, related to the workshop themes, in other Australian World Heritage Areas**

Very satisfied	4	19.0%	
Satisfied	16	76.2%	95.2%
Dissatisfied	1	4.8%	

## 3 WORKSHOP DELIVERY

### **3a How satisfied were you that the issues presentations were clear and insightful**

Very satisfied	8.5	42.5%	
Satisfied	11	55.0%	97.5%
Dissatisfied	0.5	2.5%	

### **3b How satisfied were you that appropriate workshop methods were used**

Very satisfied	8	42.1%	
Satisfied	7	36.8%	78.9%
Dissatisfied	4	21.1%	

### **3c How satisfied were you that there were sufficient opportunities to discuss issues**

Very satisfied	3	15.8%	
Satisfied	7	36.8%	52.6%
Dissatisfied	9	47.4%	

### **3d How satisfied were you that the level of the workshop was about right**

Very satisfied	3	16.6%	
Satisfied	13	72.2%	88.9%
Dissatisfied	2	11.1%	

## 4 RELEVANCE TO YOUR ROLE

### **4 a Applying what you learnt to your work, how satisfied were you that the workshop will assist you and your organisation in your work?**

Very satisfied	7	35.0%	
Satisfied	12	60.0%	95%
Dissatisfied	1	5.0%	

### **4b Applying what you learnt to your work, how satisfied were you that you have further developed your understanding of World Heritage management?**

Very satisfied	8.5	42.5%	
Satisfied	11.5	57.5%	100%
Dissatisfied	0		

## Appendix 15 List of participants

### World Heritage Managers Workshop December 1998 Blackheath, New South Wales

Uluru-Kata Tjuta	Mr Greg Balding Uluru-Kata Tjuta National Park PO Box 119 YULARA NT 0872 tel: 08 8956 2390 email: greg.balding@ea.gov.au
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**WORLD HERITAGE UNIT, ENVIRONMENT AUSTRALIA**

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Ms Maryanne Humphreys	02 6274 2018	maryanne.humphreys@ea.gov.au	Great Barrier Reef (GBR), Lord Howe Island Group (LHI), CERRA
Ms Fareeha Ibrahim	02 6274 2007	fareeha.ibrahim@ea.gov.au	Shark Bay
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**Australian Fossil Mammal Sites**  
**Central Eastern Rainforest Reserves of Australia**  
**Fraser Island**  
**Great Barrier Reef**  
**Heard Island / McDonald Island**  
**Kakadu**  
**Lord Howe Island Group**  
**Macquarie Island**  
**Shark Bay**  
**Tasmanian Wilderness**  
**Uluru – Kata Tjuta**  
**Wet Tropics of Queensland**  
**Willandra Lakes Region**



*Australian and World  
Heritage Group*



**World Heritage**