

Kakadu National Park

TOURISM MASTER PLAN

2009–2014



Australian Government



kakadu
NATIONAL PARK

Contents

PART A: Overview

Introduction

1. Kakadu 5

1.1 VISION AND GUIDING PRINCIPLES	6
1.2 KAKADU NATIONAL PARK MANAGEMENT FRAMEWORK	7
1.3 RELATIONSHIP BETWEEN KAKADU NATIONAL PARK MANAGEMENT PLAN AND THE TOURISM MASTER PLAN	7
1.4 SUSTAINABLE TOURISM	9
1.5 TOURISM OPPORTUNITIES	9
1.6 FUNDING	9

PART B: Sustainable Tourism In Kakadu

2. Sustainability 10

2.1 ENVIRONMENTAL SUSTAINABILITY	10
2.1.1 Management of environmental impacts	11
2.2 CULTURAL SUSTAINABILITY	12
2.2.1 Benefits for Traditional Owners	12
2.2.2 Capacity building and partnerships	13
2.3 ECONOMIC SUSTAINABILITY	14
2.4 STANDARDS AND ACCREDITATION	14
2.4.1 Leases, licences and permits	14
2.4.2 Monitoring performance	15

3. Visitor Experiences and the Target Market 15

3.1 THE ESSENCE OF THE KAKADU EXPERIENCE	15
3.2 TARGET MARKET	16
3.2.1 The 'experience seeker'	16
3.2.2 Australia's National Landscapes	16
3.3 PRESENTING THE PARK: CULTURE AND INTERPRETATION	17
3.3.1 Visitor experiences	17

4. Current Situation and Future Opportunities 18

4.1 SUMMARY OF CURRENT STRENGTHS AND WEAKNESSES IN THE TOURISM EXPERIENCES	18
4.2 DELIVERING THE PREFERRED EXPERIENCES	18
4.2.1 Develop product that promotes the six seasons of Kakadu	20
4.2.2 Develop product that lengthens stay which will meet the needs of the target market	20
4.2.3 Development of infrastructure and services	20

PART C: Planning and Management

5. Strategic Framework 22

5.1 ROADSIDE CORRIDORS	22
5.1.1 Opportunities to enhance visitor engagement	22

5.2 PRECINCTS	23
5.2.1 West Alligator	23
5.2.2 East Alligator	24
5.2.3 South Alligator	24
5.2.4 Jim Jim / Twin Falls	24
5.2.5 Warradjan	24
5.2.6 Nourlangie	24
5.2.7 Mary River	25
5.3 HUBS	25
5.3.1 South Alligator	25
5.3.2 Cooina	26
5.3.3 Jabiru	26
5.3.4 East Alligator	26
5.3.5 Mary River	26

6. Infrastructure and Facilities 27

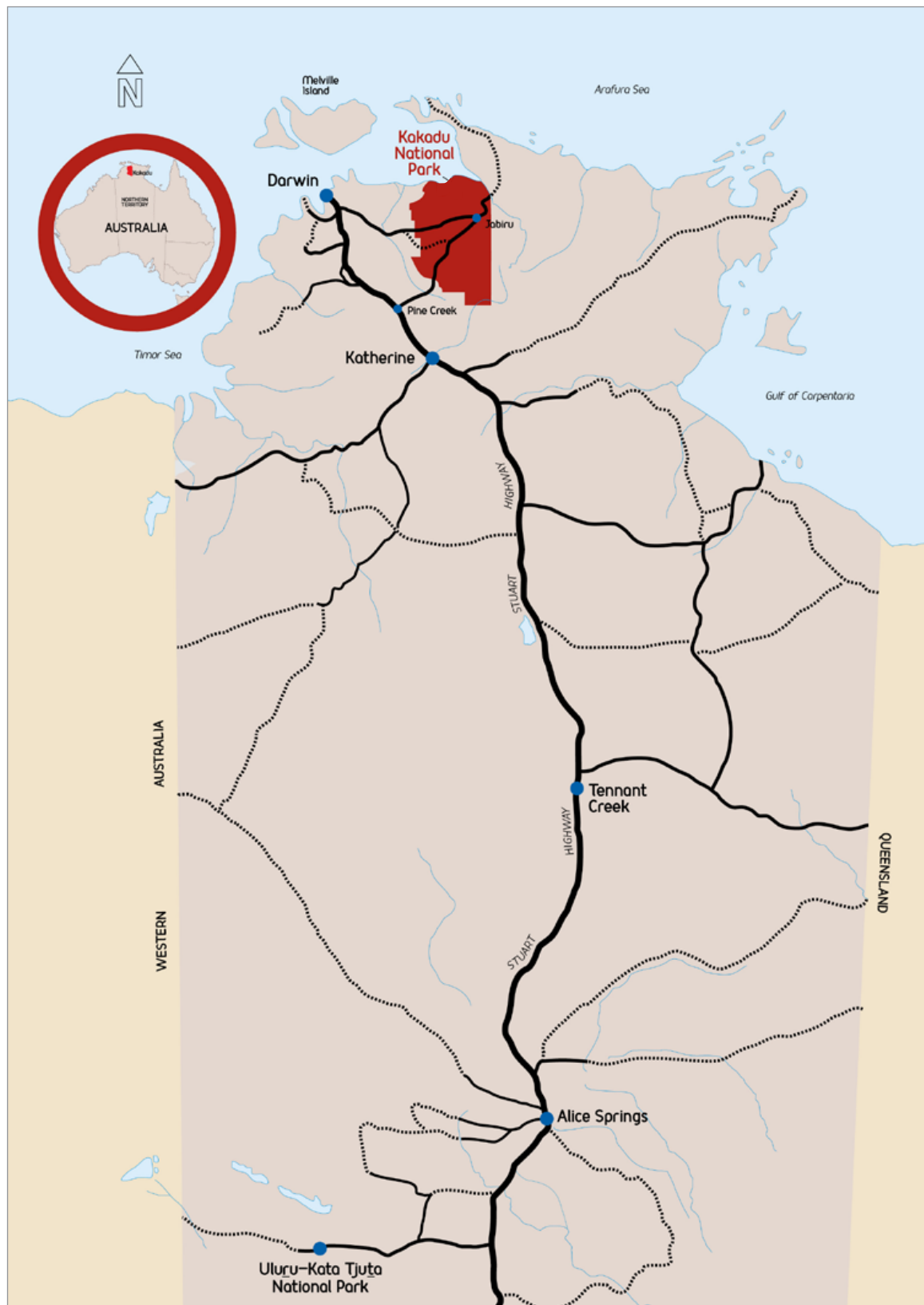
6.1 ROADS	27
6.2 ACCOMMODATION	28
6.2.1 Safari camp (commercial group)	28
6.2.2 Exclusive access campsites	28
6.2.3 Safari camps and other low-impact accommodation	29
6.2.4 Nature lodge	29
6.2.5 Hotels	29
6.3 CAMPING FACILITY LEVELS	29
6.4 CAMPING	29
6.5 DAY-USE FACILITIES	30
6.6 WALKING TRACKS	30
6.6.1 Bushwalking	31
6.6.2 Development of an iconic walk	31
6.7 FISHING AND BOATING	32
6.8 OTHER RECREATIONAL ACTIVITIES	32
6.8.1 Swimming	32
6.8.2 Bicycle riding	32
6.8.3 Four-wheel driving	32
6.8.4 Activities which are not permitted	32

7. Review 34

GLOSSARY	34
ACKNOWLEDGEMENTS	34

8. Appendices 35

Appendix 1: Extracts from KNP management plan 2007–2014 relevant to the Tourism Master Plan	35
Appendix 2: Tables 1–4	37
Appendix 3: Jim Jim / Twin Falls Precinct Planning	45
Appendix 4: Facility classes and standards	47
Appendix 5: Managing tourism impacts	50
Appendix 6: Framework for authorisation of tourism operations	53



Map 1: Location of Kakadu National Park

PART A: OVERVIEW

INTRODUCTION

Following the development of Shared Vision Principles in 2004, the Kakadu National Park Management Plan 2007–2014 identified the need for a Tourism Master Plan as a high priority. The Tourism Master Plan was subsequently commenced by Janet Mackay of Planning for People in 2006 in consultation with the Kakadu National Park Board of Management, Kakadu Traditional Owners (Bininj/Mungguy) and representatives of the tourism industry, in particular the Kakadu Tourism Consultative Committee.

Following release of the draft Tourism Master Plan for a two-month public exhibition period in September 2008, the Master Plan has been further developed by Parks Australia staff to take into account the issues raised in public submissions and further input by the Kakadu National Park Board of Management.

1. KAKADU

Kakadu National Park is Aboriginal land. Located in the top end of Australia's Northern Territory (see Map 1), it has been home to Indigenous people for more than 50 000 years. The people of this culture, Bininj in the north and Mungguy in the south, have always cared for the land.

Kakadu is an ancient landscape of exceptional beauty and great diversity. It stretches over 20 000 square kilometres, from mangrove-fringed tidal plains in the north to vast floodplains, lowland hills and the sandstone cliffs of the Arnhem Land escarpment. The park is ecologically and biologically diverse. Teeming with wildlife in the water, on the land and in the air, the country displays a range and concentration of species seen nowhere else. The evolving landscape takes on different forms and colours with the passing of each of its six seasons.

As a national park, Kakadu is managed in accordance with the IUCN (World Conservation Union) reserve management principles. These include preservation of the land in its natural condition and recognition of traditional owners in terms of their aspirations for the land, continuing land management practices, protection and maintenance of cultural heritage and benefit from enterprises established in the park.



Kakadu's cultural and natural values were internationally recognised when it was placed on the World Heritage List. The convention concerning the Protection of the World Cultural and Natural Heritage focuses on identifying, protecting and conserving cultural or natural features of outstanding universal value. Large areas of Kakadu are listed as wetlands of international importance under the Ramsar Convention and there are many species that occur in the park which are protected under international agreements. All major 'Top End' habitats are represented within the park. These unique values attract visitors from around the world to visit the park.

Australian tourism is a major export industry and Kakadu contributes to both the national economy and regional economy in the Top End of the Northern Territory. At the time of writing, global financial markets are uncertain and a downturn in international tourism has been predicted for the short to medium term. Kakadu National Park will be increasingly important in ensuring the economic viability of the tourism industry during this period.

Kakadu is one of a suite of national parks in the Top End of the Northern Territory and contributes to the variety of tourism experiences in the Top End. No national park can be all things to all people and Kakadu plays an important role in the Northern Territory both in its own right and in terms of its relationship with regional neighbours as a gateway to Arnhem Land and as a neighbour to Nitmiluk National Park and lands adjoining the park in the south and west.

Appreciation, enjoyment and understanding of Kakadu's unique values are an important component of managing the World Heritage Area. Bininj are proud to share their country with visitors and welcome tourism opportunities.

It is recognised that this must be done in a way that ensures the integrity of the natural and cultural values of the park. The management challenge is to balance tourism with the park's cultural and conservation values.

1.1 VISION AND GUIDING PRINCIPLES

In 2005 the Kakadu Board of Management released A Shared Vision for Tourism in Kakadu National Park (Shared Tourism Vision) which provides guidelines to protect and manage its priceless natural and cultural heritage, deliver more rewarding experiences for visitors, and bring ongoing benefits to Bininj/Mungguy.

The Shared Tourism Vision states:

Kakadu National Park is one of the great World Heritage parks, recognised universally as a place with:

a living Aboriginal culture – home to Bininj/Mungguy

extraordinary natural landscapes and a rich variety of plants and animals

enriching and memorable experiences for visitors
a strong and successful partnership between traditional owners, governments and the tourism industry, providing world's best practice in caring for country and sustainable tourism.

The Shared Tourism Vision defined the following key principles

1. Kakadu is first and foremost home to Bininj/Mungguy. They will influence, manage, encourage and participate in the development of tourism from which they gain economic and social benefit, at a pace and level they determine.
2. Bininj/Mungguy have leased their land to the Australian Government to be jointly managed as a national park to protect and manage its priceless natural and cultural heritage.
3. All parties recognise and will enhance the protection of Kakadu's diverse landscapes, internationally important wetlands, and spectacular plants and wildlife.
4. Tourism should not be 'boss of country'. The progress and development of tourism will be undertaken in accordance with the wishes of the traditional owners and at a pace which is consistent with their own values and aspirations.
5. All parties will respect the wish of Bininj/Mungguy that tourism develop at an agreed pace and level which harms neither nature nor culture.
6. Respect for customary law and traditions will underpin all tourism decisions.
7. All parties will respect the need for Bininj to retain their privacy, to use their land for hunting, fishing and ceremony and to protect and hold private their sacred stories and sites.
8. Aboriginal culture and the land on which it is based will be protected and promoted through well-managed tourism practices and appropriate interpretation.
9. The travel and tourism industry will have security of tenure, profitable investment and the opportunity to provide authentic and memorable visitor experiences, within the context of a commitment to respecting culture and country.
10. Kakadu National Park will be recognised as one of the most significant natural and cultural World Heritage areas, offering visitors a range of enriching and memorable experiences.

1.2 KAKADU NATIONAL PARK MANAGEMENT FRAMEWORK

Kakadu National Park is proclaimed as a Commonwealth reserve under the *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act) and is jointly managed through an arrangement between the Aboriginal Traditional Owners (Bininj/Mungguy) and the Australian Government's Director of National Parks (the Director).

At the time of preparing this plan, approximately 50 per cent of Kakadu National Park is Aboriginal land held by three Aboriginal land trusts within the meaning of the *Aboriginal Land Rights (Northern Territory) Act 1976*. However, the entire park is managed as if all land in the park is Aboriginal land (as per Policy 4.1.5 of the Kakadu National Park Management Plan). The Aboriginal Land Trusts have leased their land to the Director. The remaining land, which is still under claim, is vested in the Director to facilitate a unified approach to managing the park. The leases place certain obligations on the Director to protect Bininj interests and culture.

The Kakadu Board of Management and the Director make shared decisions using the joint management framework outlined in section 4.1 of the Kakadu National Park Management Plan. This framework ensures that traditional owners are appropriately included in making decisions that affect their land, from day-to-day management to consideration of development proposals. Parks Australia has also entered into an agreement with the Northern Land Council to explore how consultation with traditional owners and other Bininj should be carried out.

The Board of Management and the Director also have the responsibility of preparing management plans for the park through a process of consultation with the Aboriginal land trusts and other Bininj.

The Kakadu National Park Management Plan 2007–2014 establishes strategic direction and management priorities for the park over a seven-year cycle and is thus the main policy document for Kakadu. The EPBC Act establishes a system of leases, licences and permits for a wide range of activities and land uses in Kakadu National Park, including tours and commercial activities. The permit system is a fundamental tool in ensuring that tourism follows the directions given by the Board of Management and the Director. The Management Plan allows for the regular review of tourism permits and this will ensure consistency with the Master Plan.

Refer appendix 1 for details of all relevant policies and actions contained in the Kakadu National Park Management Plan 2007–2014.

1.3 RELATIONSHIP BETWEEN KAKADU NATIONAL PARK MANAGEMENT PLAN AND THE TOURISM MASTER PLAN

The Kakadu National Park Management Plan 2007–2014 requires that tourism and recreational opportunities and visitor areas and sites in the park are managed in accordance with the Shared Vision Principles (Policy 6.1.1 and Policy 6.2.1).

Facilitating this supports the development of a Tourism Master Plan (Action 6.1.2) which addresses:

visitor experiences
facilities
future access
commercial opportunities
how the park can be protected from adverse tourism impacts
how tourism can support management of the park
how tourism can meet the aspirations of traditional owners.

Therefore, the purpose of this Plan is to provide a strategic framework under the Management Plan to guide future tourism and to ensure that it is culturally appropriate, environmentally sustainable and provides for development of experiences which match the desires of the target market (detailed in section 3.2).

The Board of Management and the Director may approve actions and activities that are detailed in the Master Plan, such as new visitor infrastructure, providing they are consistent with other provisions of the Kakadu National Park Management Plan (Policy 6.1.3). However, the Master Plan is not intended to determine what combination of specific facilities will be provided in the future as proposals will continue to be assessed under the decision-making framework and other processes established by the Kakadu National Park Management Plan. In particular, joint management (section 4.1) and environmental impact assessment (section 8.3).

The assessment process outlined in section 8.3 of the Kakadu National Park Management Plan applies to all proposals, not just tourism proposals. It ensures impacts of proposed works or development on the cultural and natural environment of the park are properly identified and managed appropriately. The assessment process also provides certainty and transparency for Traditional Owner consultation. Further detail is included in the Kakadu National Park Environmental Impact Assessment Guidelines.

Figure 1 outlines the broad steps required for an applicant who is contemplating a development proposal in Kakadu. The time frame for this process will vary depending on the complexity of the proposal and will take into account involvement by traditional owners.

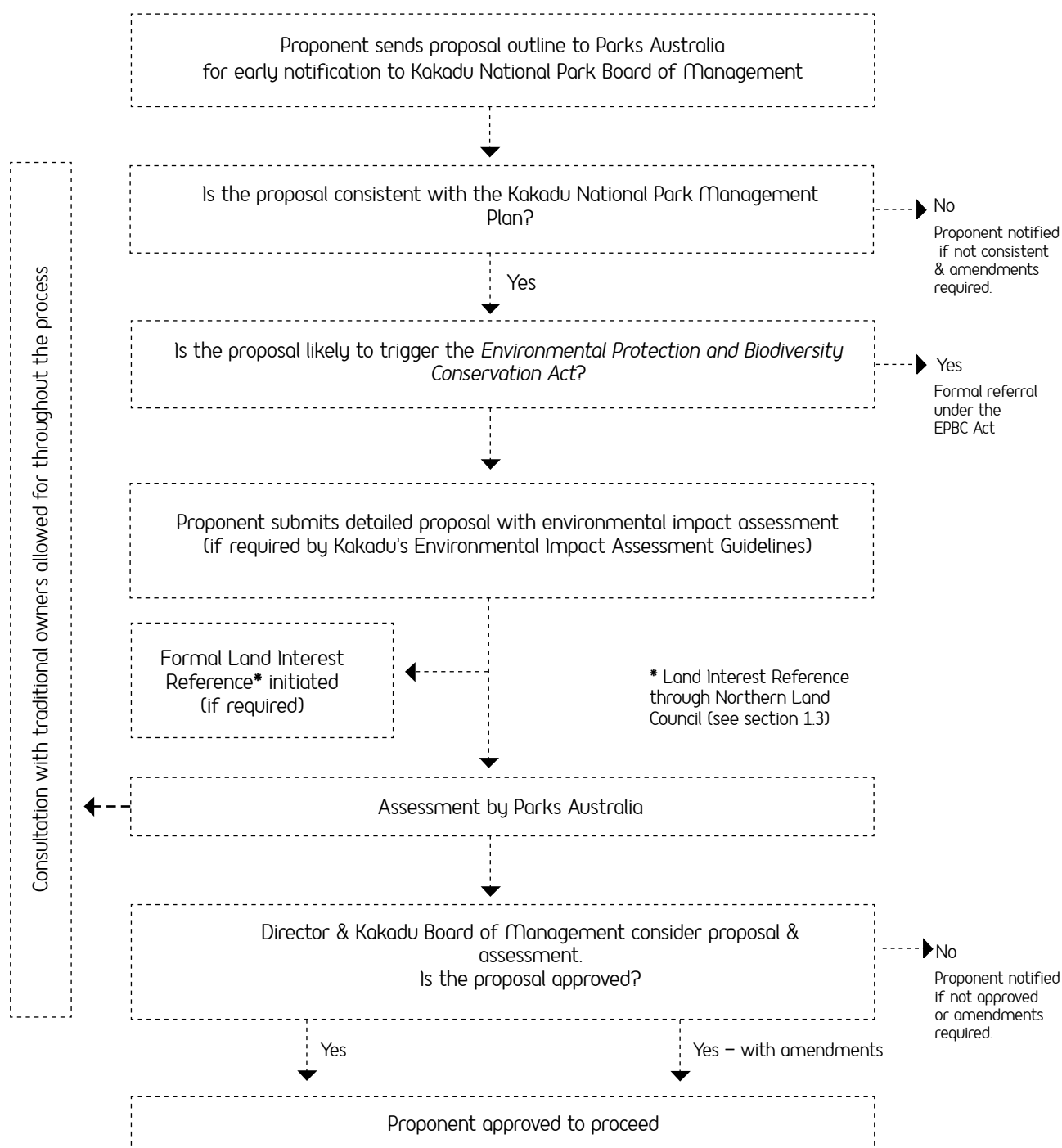


Figure 1: Development Proposal Assessment Process

1.4 SUSTAINABLE TOURISM

Management of Kakadu National Park is first and foremost responsible for the promotion of the cultural and natural heritage of the park. It is essential that a balance is achieved between tourism and the conservation of the park's essential values.

All tourism developments and opportunities incorporated in this plan are presented within the context of cultural, environmental and social sustainability.

The Tourism Master Plan provides a framework to achieve viable, balanced and sustainable tourism development and support.

1.5 TOURISM OPPORTUNITIES

The development of the Shared Tourism Vision together with the analysis of existing tourism opportunities in the park carried out for this Master Plan, have revealed that there is great potential to enhance the way in which Kakadu delivers enriching, enjoyable and memorable visitor experiences. There is also significant potential to increase the length of stay by visitors.

The Shared Tourism Vision and the associated Guiding Principles give clear messages about the expectations of traditional owners for tourism in Kakadu National Park. In essence, Bininj want and expect a role in tourism opportunities which enhance their home and the living Indigenous culture of Kakadu.

The Tourism Master Plan combines Bininj expectations with the expectations of the identified target market, the 'experience seeker' (see section 3.2), to deliver outstanding visitor experiences, while at the same time ensuring that tourism in Kakadu is culturally and environmentally sustainable and that the park is protected from adverse impacts of tourism. The Plan also identifies strategies and opportunities for partnerships.

Key components of the Plan include:

options for engagement by traditional owners in ways which meet their aspirations, including training and employment, income, working on country and encouraging learning about the living culture of Kakadu

an increase in the range of cultural experiences being offered across Kakadu

an increase in the number of attractions in all seasons

identification of precincts and hubs in the park as key planning tools

generation of increased length of stay and return visitation

improvements to visitor accommodation and visitor experiences to encourage visitors to immerse themselves in Kakadu's natural and cultural environment

a greater range of accommodation options to match the visitor market

interpretation along road corridors to enhance the travelling experience between points of interest
identification of infrastructure categories and requirements

facilitation of partnerships between traditional owners, park management and commercial entities to provide facilities and services.

1.6 FUNDING

Resourcing of park management, infrastructure, facilities and interpretation, all critical to the support of tourism, is part of an overall funding model managed by Parks Australia.

Parks Australia does not directly fund tourism enterprises; however, it may assist in the identification of opportunities and provide limited support, in particular towards Bininj-run enterprises or involvement.

Funding of future tourism development may include any or combinations of the following:

tourism industry investment including joint ventures

private/public partnerships

grants

corporate support

government funding

investment from Indigenous associations and funding programs

PART B: Sustainable Tourism In Kakadu

2. SUSTAINABILITY

A World Heritage Area listed for both its natural and cultural values, Kakadu demands a high standard of environmental management. The park sustains a visitor volume of around 220 000 visits per annum with peak periods occurring during the dry season from mid-June to mid-August.

Given impending effects of climate change and the uncertainty of the degree and timing of change, tourism management within Kakadu will require a strategic approach that is both resilient and adaptable. It is of increasing importance that tourism within Kakadu adheres to best practice to meet standards of environmental responsibility as well as the potential for education through tourism to the park.



This section considers the impacts of tourism on the natural environment through the presence of visitors in high-use and/or sensitive areas, and resources and carbon use. It considers cultural dependencies and opportunities with the potential for both positive and negative impacts, economic viability of the tourism industry, standards of training and accreditation, and conditions of licensing and permits.

It presents standards and strategies to ensure sustainable tourism management in Kakadu, including how tourism can meet the aspirations of traditional owners and contribute to the maintenance and promotion of the World Heritage values of the park.

2.1 ENVIRONMENTAL SUSTAINABILITY

To support environmental sustainable development, the highest standards of environmental management are to be applied to all tourism activities in Kakadu. The Kakadu National Park Management Plan requires park operations to give consideration to reducing their ecological footprint (section 8.7).

The stringent environmental impact assessment processes that all proposed tourism works or developments must comply with are in place to ensure that potential impacts on natural and cultural values are mitigated and that best-practice environmental standards are in place.

Current research into climate change indicates the park can expect a range of possible impacts on its physical environment and biodiversity, including greater distribution of mangroves, saltwater intrusion and permanent alteration of freshwater wetland habitats, and greater numbers of days each year over 35 degrees Celcius. The Kakadu National Park Climate Change Strategy 2009–2012 defines a flexible, adaptive approach and maintains best knowledge and practice.

As stakeholders and consumers of the natural environment of the park, it is equally important for tour operators and businesses in the park to introduce strategies to reduce carbon emissions and find better ways of doing things. Tour operators and the tourism industry as a whole must be proactive in looking ahead to the implications of climate change for their operations in Kakadu National Park, which can include the identification of opportunities potentially occurring through climate change.

Commercial operations within the park will be encouraged to use energy and resources more efficiently, reduce waste and incorporate environmental objectives into their operations. Alternative designs, innovative technology and identification of sound mitigation measures will all have a place in making the development of infrastructure or new facilities as sustainable as possible. The Director will also encourage tourism operations within Kakadu to undertake best-practice environmental accreditation programs that include climate change modules.

2.1.1 Management of environmental impacts

The Kakadu National Park Management Plan requires that all activities proposed in the park are assessed for their potential environmental impacts before a decision to proceed is made (section 8.3). The level of potential impact determines the level of environmental impact assessment required, and applicants must refer to the Kakadu National Park Environmental Impact Assessment Guidelines for details. These processes are in place to ensure that potential impacts on natural and cultural values are avoided where possible, or at least lessened, and to ensure that best-practice environmental standards are in place, as is fitting for a World Heritage national park.

Once an activity or development is approved, consideration must also be given to how it should be conducted in terms of best-practice environmental management. The highest standards of environmental management are to be applied to all tourism activities in Kakadu. New operations will be required to develop an environmental management plan that includes an annual performance assessment in the first three years and every third year thereafter. The extent of the plan will relate to the size and potential impact of operation.

Kakadu's ability to sustainably manage large numbers of visitors while protecting the park from the adverse impacts of tourism is an ongoing management challenge. It is recognised that both sites and visitors require ongoing management to ensure environmental protection and to maintain the unique experiences that people want to have there. The strategic framework outlined in section 5 delivers a planning approach for high visitation volumes in locations which can sustain them, and avoiding other areas of the park where more sensitive environmental values occur.

Key biophysical impacts of visitors to Kakadu include:

- vegetation and habitat damage
- erosion and soil compaction
- water use and damage to waterways
- waste disposal
- energy use and supply
- interference with wildlife

A number of strategies must be employed to address these impacts, and are discussed in detail in appendix 5. These issues and measures need to be incorporated into all elements of tourism management including leases, licences and permits as well as into park-managed internal and external business. The extent to which assessment and reporting on these criteria will be required will be linked to the scale of the development (i.e. nature lodges could be expected to require greater input than safari camps).



Tour operators play an important role in encouraging positive visitor behaviour, and conditions to tour operator permits will provide greater incentives to reduce visitor impacts. Environmental education through interpretation will inform positive behaviour by independent and group travellers.

Further strategies to manage visitor impacts may need to be developed on a case-by-case basis, including determining appropriate limits of acceptable change for particular sites, peak load management, and limits on the numbers of operators and/or visitors for specific sites. These and other management strategies will be considered through further precinct planning in consultation with traditional owners and the tourism industry.

2.2 CULTURAL SUSTAINABILITY

Cultural sustainability refers to the relationship between cultural values and development opportunities. In the same way that Kakadu National Park must aim to sustain a healthy environment, there is a corresponding priority to ensure that Bininj cultural values are protected and enhanced into the future.

In keeping with the joint management framework and policies of the Kakadu National Park Management Plan, tour operators and others involved in tourism must proactively seek opportunities to increase benefits to traditional owners and for maintenance of Indigenous cultural values in Kakadu.

The identified preference of the ‘experience seeker’ market is cultural connection. Increased focus on tourism to provide such experiences has potential for positive impacts on Bininj and on local Indigenous culture. However, sensitivity to effects of increased visitor contact and demand on limited capacity is required.

Accreditation programs will be revised to assess performance of tourism operators against both cultural and environmental criteria. With such further improvements to accreditation programs, assessment of performance against cultural as well as environmental criteria can be addressed.

One of the key improvements identified in the Tourism Master Plan is for an increased focus on tourism which provides cultural experiences. This has potential for both negative and positive impacts on Bininj and on local Indigenous culture.

It is important that these impacts are identified for all tourism opportunities. In keeping with the joint management framework and policies of the Kakadu National Park Management Plan, tour operators and others involved in tourism are required to proactively seek opportunities to increase benefits to traditional owners and for maintaining Indigenous cultural values in Kakadu.

Diverse clan groups are represented in the park and some also extend beyond the park boundaries. The interests of all clan groups can and should be catered for by inclusive consultation rather than expecting that Bininj from one clan can speak for the country of another clan.

See appendix 5, table 9 for detailed procedures to protect cultural values.



2.2.1 Benefits for Traditional Owners

The guiding principles of the Shared Tourism Vision clearly identify the need to ensure that the development of tourism in Kakadu provides social and economic benefits to traditional owners and the wider Indigenous community.

Promotion of greater involvement by Bininj in Kakadu tourism is in keeping with the policy directions of the Kakadu National Park Management Plan to work with Bininj and relevant stakeholders to develop partnerships and other ways of increasing benefits for Bininj (Policy 4.2.1).

There are several dynamic and successful tourism enterprises currently being operated by Bininj, and the development of new facilities and tour operations can build on these successes.

To achieve this, Bininj and Indigenous corporations will be supported in identifying and developing opportunities, and partnerships can be created with traditional owners in the development of facilities and operation of tour activities.

Applicants for leases, licences and/or permits relating to tourism developments may be required to demonstrate benefit to traditional owners including direct Indigenous ownership, capacity to integrate the operation/development with existing Indigenous-owned enterprises and/or employment opportunities for Bininj.

While there are many variables to be considered, leases licences and permits could be dependent on conditions such as the following:

the lease/licence/permit is held by a Bininj-owned business enterprise

the lease/licence/permit is held in a joint venture arrangement with an Indigenous business enterprise

the lease/licence/permit is structured to phase-in a joint venture enterprise and direct employment of Bininj over a specified time frame

specified elements of the development rights are sub-leased or contracted to a Bininj business enterprise

direct employment of Bininj at an agreed level

training of Bininj in specified elements of the lease operation with a guarantee of employment for suitably trained individuals (without limiting engagement to cultural aspects of the lease operation)

provision of cultural material for sale within the lease/licence/permit area

a formal relationship with Indigenous training bodies and/or other tourism enterprises similarly engaged in training and employment

integration with existing Bininj employment and strategies within Kakadu.

ensuring Bininj have the skills needed for specific positions in tourism-related activities

providing Bininj with training support for small business operation and ownership

designing jobs to incorporate Bininj skills and knowledge

factoring in on-the-job mentoring.



Other strategies which should be scoped for increasing Indigenous input include the provision of flexible employment opportunities and targeted service provision.

Investment and partnership models will necessarily involve a close working relationship with Bininj. Examples include:

traditional owners offer exclusive use of remote sites or access to special sites over a fixed period of time, in return for capacity building and employment for Indigenous people or ownership of improvements/infrastructure at the end of the agreed period

three-way partnerships between traditional owners, Kakadu National Park and tourism businesses, based on the Australian Government providing capital investment, the tourism business providing industry expertise and traditional owners providing the venue and personnel to staff the business.

2.2.2 Capacity building and partnerships

The engagement of Bininj and other relevant Indigenous people (i.e. those who are not traditional owners but have affiliation with country) in tourism development across the park will obviously vary depending on the level of interest, family commitments, education and other factors. However, the number of Bininj who are suitably trained for tourism enterprises is also currently limited and this limits the capacity for engagement by Bininj in tourism enterprises both now and in the future. The tourism industry can help address this through training and other support, for example by:

2.3 ECONOMIC SUSTAINABILITY

Private sector investment will occur where there is an opportunity for adequate financial return. To be successful, tourism planning must enable viable business opportunities and developments that are supportive of the park expectations, including those of the traditional owners.

The number of Indigenous businesses in the park, which expand the array of cultural tours in the park, has increased in recent years. Economic sustainability of these businesses is dependent on the sustainability of tourism in the park.

Currently and historically, transport, guiding, accommodation and catering, and tour services comprise the primary areas of private sector involvement in Kakadu National Park. The private sector may increasingly contribute in areas such as natural and cultural education and interpretation. Investment in the business, including in-park assets, needs to be supported by security of tenure for the appropriate and agreed timing, and other long-term planning. Strategies that will increase length of stay in the park rather than simply attract visitor numbers is one method to ensure better economic and experiential outcomes.

2.4 STANDARDS AND ACCREDITATION

Accreditation programs encourage commercial tour operators to meet their responsibilities within protected areas and ensure quality visitor experiences. They promote consistent standards of operation that ensure environmental and cultural benchmarks are met through the provision of high level services, facilities, interpretation and the conduct of the operation in accordance with industry best practice in sustainability.

At the time of preparing this plan, a consistent permit system is being developed between Northern Territory Parks and Wildlife Service and Parks Australia that will recognise and reward the same accreditation programs.

To encourage commercial tour operators to meet their responsibilities while operating within Kakadu National Park, accreditation programs will form part of the criteria for granting permits. All commercial tours seeking tenure in excess of one year (including those associated with a land-based lease) operating in Kakadu National Park will require accreditation.

Operators may require differing and higher levels of accreditation to access particularly high-use or sensitive sites. They may be required to undertake Indigenous cultural awareness training to be eligible to access culturally sensitive sites.

The Kakadu Knowledge for Tour Guides (KKTG) program, delivered in partnership with the Charles Darwin University, provides entry-level training to ensure quality and consistent standards of interpretation and presentation. The program covers World Heritage cultural and natural values, cross-cultural awareness, visitor safety, minimising environmental impact, and compliance and permit conditions. It is a permit condition that a KKTG-certified guide is employed at all times to lead tours in Kakadu.

2.4.1 Leases, licences and permits

Tourism activities are authorised by the Director via leases, licences and permits, in accordance with the EPBC Act and Regulations.

Parks Australia aims for excellence in the management, presentation, access and interpretation of the cultural and natural heritage, and promotion of the living culture and environment of the park. Therefore, as well as being a regulatory mechanism, the system of permits and licences encourage enterprises that offer quality visitor service and promotion of park values as core commitments, while creating a profitable business for the investor.

Leases, licences and permits need to be structured in a way that is attractive to business while not conflicting with the management aims for the park. Leases, licences and permits should:

- reflect the nature of the investment and the service provided
- define services to be provided, standards, development approval processes, environmental requirements and services
- define and manage access levels to individual sites in a way that is appropriate to the nature of the legal instrument (lease/license/permit)
- enhance the potential to create companies that are profitable, environmentally responsible and committed to preserving the key values of the park
- allow for value to be realised in the business while at the same time acknowledging that the business is operating in a fragile cultural and natural environment

be of a duration suited to the nature of the legal instrument and scale of investment, with options for renewal based on performance – with the longest leases linked to high levels of commercial investment and high standards of environmental performance

be of a duration sufficient to allow operators to realise the full mortgage value of their in-park fixed assets

enable adequate return on investment

reflect the value of a business, including the value of 'good will', to a potential buyer

minimise the need for short-term and ad hoc approvals and compliance regulation by park management by incorporating clearly agreed standards of maintenance and operation that are able to be practically monitored within park resources.

Refer appendix 6 for detail of the legal framework for leases, licences and permits.

2.4.2 Monitoring performance

Visitor surveys and vehicle-use monitoring are currently used to evaluate the park's performance in terms of visitation and visitor satisfaction. To improve on current activities, an integrated program of ongoing research and monitoring needs to be developed in specific relation to tourism. The program should focus on the 'experience seeker' target market and be constructed in accordance with the Tourism Master Plan to assist in assessing the impact and success of its implementation.

Areas to be focused on include:

visitor numbers

park use patterns including sites and activities

visitor characteristics, expectations and satisfaction

benchmark data, against which improvements to the visitor experience may be measured

performance of tourism activities against environmental, cultural and social indicators.

It is recommended that evaluation and monitoring programs be developed in partnerships with academic institutions, particularly the Sustainable Tourism Cooperative Research Centre, Tourism NT, Tourism Australia, and in cooperation with the tourism industry. This will achieve quality outcomes with efficient use of resources.



3. VISITOR EXPERIENCES AND THE TARGET MARKET

A strong and consistent brand has been developed which defines and re-focuses the perception and image of Kakadu. The brand positioning statement is:

'Kakadu is a 50 000-year-old living cultural landscape that interacts with nature and the seasons. The awesome, ancient Arnhem Land escarpment frames this World Heritage-listed wetland. It is a place with deep spiritual richness and history that inspires the senses, commands deep respect and provides self discovery, enlightenment, adventure and relaxation.'

3.1 THE ESSENCE OF THE KAKADU EXPERIENCE

The essence of the visitor experience that Kakadu provides is 'connection'. This concept has many themes, including connection with:

a 50 000-year-old culture from ancient to modern

nature and wildlife

culture and country

people living directly off the land

mind, body and spirit.

Connection also occurs through joint management and cultural tourism.

3.2 TARGET MARKET

Kakadu has been identified as a National Landscape, an initiative that identifies those areas with superlative natural and cultural experiences, distinctive to Australia and sought after by a global audience known as 'experience seekers'. Tourism Australia has identified this market segment based on comprehensive market analysis.

3.2.1 The 'experience seeker'

The 'experience seeker' is the target market that best matches the current and potential experiences that Kakadu has to offer and that can deliver the best outcomes for the park.

As identified by Tourism Australia's market segmentation, 'experience seekers':

- are experienced international travellers
- seek out and enjoy authentic personal experiences they can talk about
- involve themselves in holiday activities
- are sociable and enjoy engaging with the locals
- are active in their pursuits and come away having learnt something
- are somewhat adventurous and enjoy a variety of experiences on any single trip
- place high importance on value and hence critically balance benefits with costs
- place high value on contrasting experiences (i.e. different from their day-to-day lives).

'Experience seekers' typically:

- have a higher-than-average household income
- are tertiary educated
- are open-minded and have an interest in world affairs
- are selective about their media consumption
- are opinion leaders within their peer and social groups
- are not characterised by nationality, preferred holiday style/mode or age.

Detailed information about this market segment is available from Tourism Australia.
http://www.tourism.australia.com/content/aussie_experiences/2007/experience_seekers.pdf

Market research identifies that provision for increased length of stay will meet the needs of the 'experience seeker'. This approach will benefit the park by increasing visitor nights. While this may not result in visitor numbers growth, it has the potential to increase visitor understanding of the people, culture and country. This will satisfy the desire of the target market to learn and connect with Indigenous culture and natural heritage of Kakadu, the aspirations of the traditional owners, and Parks Australia to maximise opportunities for education and immersive visitor experiences.



3.2.2 Australia's National Landscapes

Tourism Australia and Parks Australia have formed a partnership to identify landscapes which capture the essence of Australia and offer distinctive natural and cultural experiences. These areas are known as Australia's National Landscapes.

Starting with eight National Landscapes, of which Kakadu is one, the aim is to brand and market these areas according to the unique experience each one offers to the 'experience seeker' market.

A National Landscape goes beyond individual national parks or iconic visitor attractions. They are identified by their topography and their cultural and/or environmental significance. This approach encourages greater collaboration between the parties that govern, preserve and promote these landscapes.

Key outcomes of the National Landscapes Program are:

- to ensure tourism, conservation and infrastructure agencies, industry players and local government are collectively responsible for the conservation and enhancement of Australia's outstanding natural and cultural experiences for the future
- to raise awareness and encourage visitation to these landscapes by Australia's global target market to achieve positive social, economic and environmental outcomes
- to ensure that each landscape's natural and cultural experiences meet the target market's expectations.

3.3 PRESENTING THE PARK: CULTURE AND INTERPRETATION

Conditions of World Heritage listing require that the site be presented to the public. The development of the Kakadu brand identity in line with the Shared Tourism Vision and management objectives has created a platform to present Kakadu to the world in accordance with the joint management Guiding Principles.

It is integral to joint management that the park is interpreted in accordance with the cultural preference of traditional owners and other Bininj who are also part of the living culture.

All information, signage, collateral and interpretation will be consistent with this identity and promote accurate messages about what visitors can expect to experience when they visit Kakadu. This will be delivered and supported by accessible, effective pre-trip information and appropriate interpretation and visitor facilities.

Parks Australia will develop interpretive programs consistent with the joint management Guiding Principles, which specify telling people about the park. All levels of the tourism industry are encouraged to promote Kakadu in a manner consistent with the Kakadu brand.

3.3.1 Visitor experiences

The priority focus for the provision of facilities and services will be on the 'experience seekers' who want to learn from and be enriched by the culture and landscape. They also seek inspiration and self-discovery as well as recreation, adventure and relaxation.

This will be realised through product that provides for immersion in the natural and cultural features of Kakadu through a suite of settings, experiences, features and facilities that allows for the development of perceptions and experiences connected with the land and its people.

The experiences to be promoted will reflect the natural diversity of the park, Indigenous culture and heritage, and the Bininj calendar of seasons. There will be greater potential for interaction with the various clan groups in Kakadu.

Examples of the diversity of visitor experiences in the various tourism precincts (section 5.3) include the following:

gaining an appreciation of Bininj traditional way of life at the occupation sites of Ubirr and viewing vistas over the surrounding floodplains and along Magela Creek during the wet season

enriching understanding of the changing seasons of Kakadu at Nourlangie, where the rock art depicts important creation stories and is accessible all year round

experiencing Bininj/Mungguy culture with traditional owners on their own country through interaction and activities offered at Warradjan Cultural Centre, supported by the information inside the centre

understanding the cultural significance of the spectacular Jim Jim and Twin Falls area through taking the time to explore a range of sites, participate in cultural activities and truly feel the essence of the land

appreciating the remoteness of the land driving through the country of the South Alligator River region where the magpie geese fly south every evening

learning about and understanding the diversity of Bininj/Mungguy interaction with land and nature by walking through savannah woodlands, on the stone country or between some of the old homesteads in the south of the park, or visiting the northern coast where turtles, birds, crocodiles and other wildlife abound

booking a package of individual accommodation venues each within a different setting and offering varied experiences.

4. CURRENT SITUATION AND FUTURE OPPORTUNITIES

Kakadu offers a range of tourism options that have provided satisfying visitor experiences for many years. However, weaknesses in the offering exist. Addressing these will create development opportunities for experiences that will better match the desires of the target market.

Refer map 2 for existing visitor facilities.
Refer appendix 2 table 1 for detail of the issues and opportunities of the key elements of tourism in Kakadu.
Refer appendix 2 table 2 for full SWOT analysis of the preferred experience.

4.1 SUMMARY OF CURRENT STRENGTHS AND WEAKNESSES IN THE TOURISM EXPERIENCES

STRENGTHS

Increasing number of businesses offering cultural experiences (e.g. Kakadu Culture Camp and Murrudjurl).

Increasing cultural content in visitor experiences.

Quality and diversity of seasonal ranger programs.

The introduction of compulsory tour guide certification.

WEAKNESSES

High volume destinations are the focus rather than visitor experiences that offer cultural appreciation.

The promotion of six-season opportunities is limited.

There is a lack of range of accommodation.

The average length of stay is relatively short.

There are limited guided walking experiences.

The park arrival and sense of place is lacking.

Tour guide knowledge about the park values and culture varies.

The quality of visitor infrastructure is variable and the design is not consistent.

The information about the cultural World Heritage values and visitor experiences is inadequate and inconsistent.

Limited application of best-practice environmental standards.

Inconsistency in the quality of facilities at sites that present rock art.

4.2 DELIVERING THE PREFERRED EXPERIENCES

In addition to the existing strengths, improvement to the delivery of the preferred experiences will also require:

developing additional cultural experiences across the park

linking experiences and accommodation options

increasing Indigenous ownership of and partnerships with commercial operations

implementing tour operator accreditation and advanced tour guide training

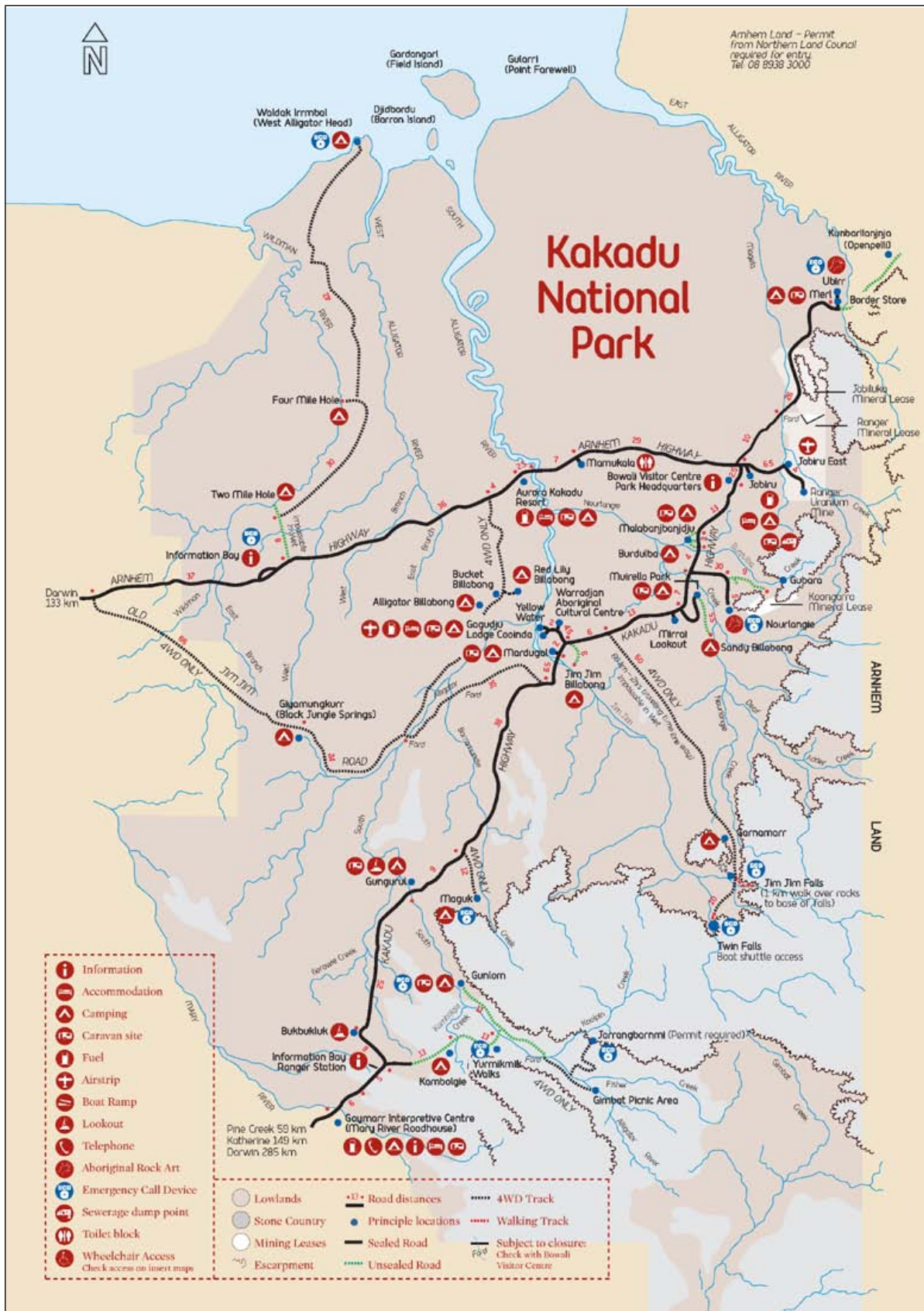
providing information to tour operators to assist with quality of product development

managing visitor numbers at crowded sites

using technology including internet and other digital multimedia as appropriate and feasible for interpretation and access

applying standards for environmental sustainability across the park.

The following directions in product development respond to current strengths and identified delivery improvements.



Map 2: Existing visitor facilities

4.2.1 Develop product that promotes the six seasons of Kakadu

Through developing tourism product that enables visitation throughout the six seasons of Kakadu (see figure 2) visitors will be attracted at different times of the year, and repeat visitation will be encouraged.

Opportunities across Kakadu that can be accessed through the seasons include:

low volume, higher yield experiences delivered in the shoulder and wet seasons

changes in the seasons presented as part of the cultural visitor experience

a year-round hub in the south of the park for travel within Kakadu and Nitmiluk.



4.2.2 Develop product that lengthens stay which will meet the needs of the target market

Market-focused product development and promotion may include:

an increased range of accommodation options suited to the 'experience seeker' target market

appropriate packaging and promotion of the range of experiences on offer for all market groups including independent travellers

integrated product offer with Nitmiluk and Arnhem Land

development of new product by providing exclusive opportunities for operators

additional opportunities in Jabiru including a diversity of interesting activities and attractive settings.

4.2.3 Development of infrastructure and services

Other improvements to enhance visitor infrastructure and services in the park include:

provision of natural camping settings

improvements to some access routes

infrastructure at popular art sites and other major visitor destinations that manages visitor flow

Warradjan Cultural Centre and Bowali Visitor Centre as the focus sites for cultural and natural interpretation

infrastructure that supports cultural presentation

improved camping infrastructure area

improved interpretation infrastructure

consistent application of a unique infrastructure style which reflects the values of Kakadu.

Appendix 2, tables 3 and 4 provide an analysis of the current settings, infrastructure and opportunities for road corridors and tourism hubs.

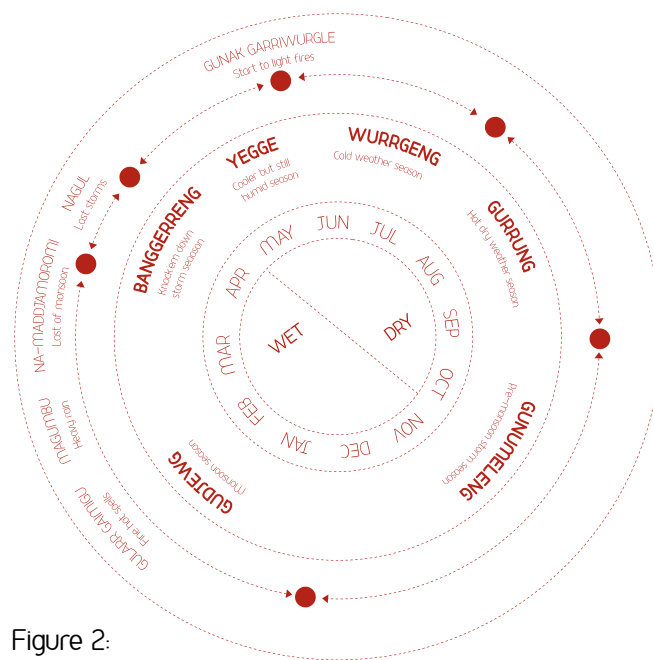
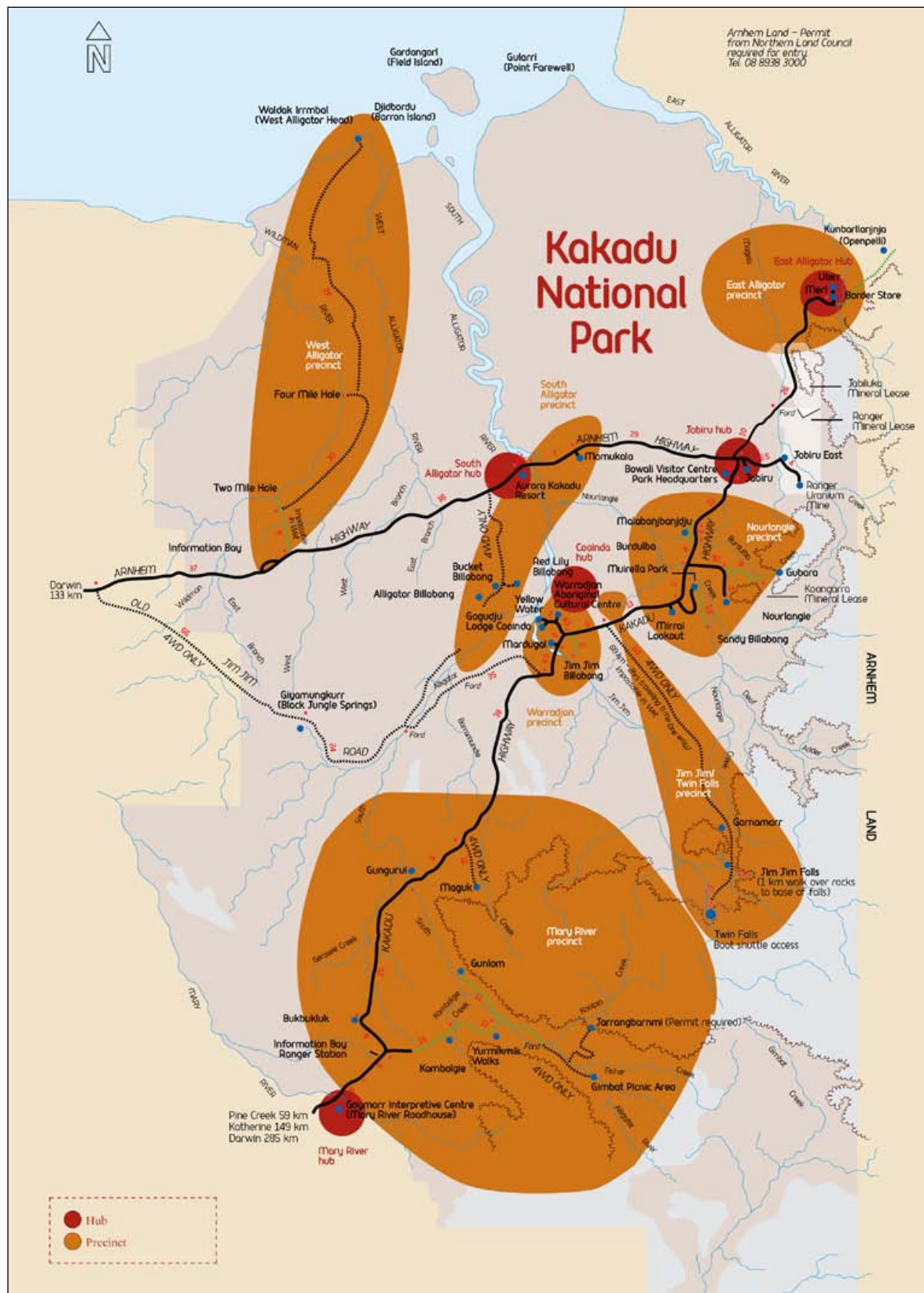


Figure 2:
Bininj calendar



Map 3: Roadside corridors, hubs and indicative precincts

PART C: Planning and Management

5. STRATEGIC FRAMEWORK

This section outlines the strategic framework for implementing the Tourism Master Plan. The framework is based on areas that are defined by land and tourist use patterns including:

- roadside corridors – the roads leading into and through the park
- precincts – areas that have a number of interrelated sites and attractions
- hubs – developed tourism nodes that service a precinct. (Note, not every precinct is served by a hub.)

Refer map 3 for roadside corridors, hubs and precincts.

Precinct plans will form the Board's preferred mechanism for implementation of tourism development. Precinct planning in collaboration with traditional owners will provide an integrated approach to the individual sites and experiences offered within the precinct and allow for detailed planning in relation to the provision of visitor facilities and services in an area.

A detailed precinct plan for Jim Jim / Twin Falls has been developed. As a priority, the remaining precinct plans will be added to the Tourism Master Plan once consultation with traditional owners is complete.

Refer appendix 3 for Jim Jim / Twin Falls precinct plan.

Until precinct plans are completed, development proposals will continue to be assessed on their merits and on their consistency with the Shared Tourism principles.

All of the ideas for tourism development in this section are presented as concepts for consideration and decisions on whether they are implemented will be made in accordance with the Management Plan, including any Traditional Owner consultation and environmental impact assessment.

5.1 ROADSIDE CORRIDORS

The Arnhem Highway and Kakadu Highway are the two major access roads into Kakadu. Approximately 75 per cent of visitors to Kakadu currently enter using the Arnhem Highway. The unsealed Old Darwin Road provides a secondary access road from Darwin to the centre of the park for part of the year, including the Jim Jim / Twin Falls area and, potentially, south of the park. The Kakadu Highway provides access to Kakadu for those visitors travelling up the Stuart Highway from the Katherine region and also down the highway from Darwin via Pine Creek.

The first impressions of Kakadu are formed on these roads, yet entry impressions are inconsistent and unclear. At the same time, many experiences of Kakadu may be encountered just off these roads. There are major opportunities to improve the visitor experience along these road corridors.

Through interpretation and direction along roadside corridors the visitor could gain greater understanding of the country through which they are travelling. Travellers can be encouraged to turn off the highways and explore sites within Kakadu.

Refer appendix 2, table 3 for details of proposed improvements to road corridors.

5.1.1 Opportunities to enhance visitor engagement

The following opportunities exist for interpretation and increased information along the identified road corridors.

All road corridors to:

- develop a comprehensive pre-trip information package (via appropriate technology that may include print, CD, and internet and podcast products) which focuses on offered experiences and engages the visitor in appreciating the journey through Kakadu
- improve directional signage and location information to features and park-based tour operations
- upgrade and develop park entry experience.

Arnhem Highway to:

create a welcome to country/arrival experience for visitors including information, interpretation and an opportunity for Indigenous businesses

provide an experience of a billabong system as a first-stop destination for the target market

where there is existing boat access, separate boat launching from day-use facilities and enhance landscaping, visitor information and amenities

slow the arrival journey through the park by providing visitors with a safe opportunity to view the tidal rivers of Kakadu

promote stopping at Mamukala and consider additional experiences to enhance use of the site

create and encourage a suite of target market visitor experiences associated with the South Alligator hub and precinct.

Kakadu Highway to:

support a major overhaul of the Mary River roadhouse including accommodation, cultural centre and booking services for cultural experiences

enable a perspective of the size of lowland woodlands in the park by improving road access and the turning circle at Bukbukluk to enable coach access: realign and upgrade the track to the lookout to disabled access standard

upgrade and refurbish Warradjan Cultural Centre as the central focus of Indigenous programs, making it a 'must see' centre with a vibrant range of cultural programs.

Old Darwin Road to:

promote as an alternative route that takes in more remote parts of the park

improve existing day-use facilities along the road and consider a short walk and interpretive information

provide orientation points at each end of the route.

5.2 PRECINCTS

Precincts link a number of interrelated sites and attractions and provide a suite of visitor experiences within a defined geographical setting. Their boundaries are conceptual only and do not align with park, district or clan group boundaries.

Each of the precincts offers experiences that have unique points of difference. By promoting these individual experiences, visitors may be encouraged to plan longer stays in the park, to visit different parts of the park and, indeed, to return.

The following precincts have been identified:

West Alligator	Warradjan
East Alligator	Nourlangie
South Alligator	Mary River
Jim Jim / Twin Falls	

Not all areas of the park are covered by the identified precincts. There are other current and potential opportunities for which individual site planning (separate to the precinct plans) will be required.

Ideas for consideration within each precinct are provided below.

5.2.1 West Alligator

Aim: To manage the West Alligator precinct as an area with four-wheel drive access and a focus on wildlife and guided experiences.

Consider a range of guided tourism opportunities.

Provide an experience of a billabong system as a first-stop destination.

Undertake site planning to provide:

- high quality day-use facilities
- management of campsites that improves setting, environmental management and visitor safety
- defined launching points.

Other visitor experiences aligned with the target market.

5.2.2 East Alligator

Aim: To manage the precinct for rock art viewing during the dry season with enhanced opportunities for longer stays and cultural and natural experiences.

Improve the visitor experience at Ubirr through effective visitor management strategies to address flow during peak times.

Offer a range of visitor experiences and longer stays in this part of the park.

Develop and design a gateway to Arnhem Land.

Promote links to Injalak Art Centre.

5.2.3 South Alligator

Aim: To increase the range of opportunities in the South Alligator hub while managing the southern part of the precinct for low-volume visitation (accessible from the Arnhem Highway or the Old Jim Jim Road) for viewing of its unique and abundant wildlife.

Encourage extended stays in the area through promotion and development of the range of available experiences.

Consider guided experiences using low-key accommodation with dusk and dawn bird viewing.

Develop site plans for day use and camping areas.

Focus on night-time and whole day experiences within the precinct.

5.2.4 Jim Jim / Twin Falls

Aim: To manage the precinct as a destination offering a unique experience presented through the eyes of traditional owners and encouraging visitors to stay overnight.

Promote and enhance the values of the precinct through a managed visitor experience that provides:

- adequate time to appreciate the area
- the opportunity for understanding the living culture
- safety for visitors
- respect for traditional culture
- minimised overcrowding.

Provide opportunities for independent travellers and tour clients to experience Indigenous culture and interpretation in a meaningful way.

Manage Garnamarr as the primary hub for access to Twin Falls and Jim Jim Falls and as a base for cultural activities and programs.

Manage numbers and the quality of the visitor experience through a system of accredited tour operators and a guided bus service operating from Garnamarr.

Enable a broader range of visitors to experience the area through improvements to the visitor experience and condition of the road to Garnamarr.

Investigate opportunities for small-scale tourism accommodation at Anlarr (Nourlangie Camp).

5.2.5 Warradjan

Aim: To manage the precinct as a visitor destination and a focus for enhanced cultural interpretation and activities through Warradjan Cultural Centre.

Identify the Warradjan Cultural Centre as a focus for cultural activities.

Enhance the range of accommodation options to include those designed for the environment and the climate and offering a unique experience of the wetlands.

Enhance the range of visitor experiences and encourage longer stays. These need to be planned to provide for:

- adequate time to appreciate the area
- safety for visitors
- respect for traditional culture
- capacity to deliver high-quality experiences.

5.2.6 Nourlangie

Aim: To manage the precinct for high-volume visitation for viewing rock art, accessible walks and lookouts with enhanced visitor experiences.

Provide opportunities for small group and personalised guiding at Nourlangie.

Investigate options for a 'culture camp' for schools and special interest groups.

Undertake landscape/site planning for unmanaged campgrounds.

Promote the opportunity for sunset viewing at Nawurlandja Lookout.

Investigate opportunities for extended walks.

5.2.7 Mary River

Aim: The Mary River precinct to be developed and managed as an important gateway to the park which provides for an increase in tourism and length of stay in the south of the park.

Recognise Goymarr (Mary River Roadhouse) as the primary hub as it develops enhanced and more diverse accommodation and improved services with potential for linked trips.

Encourage longer stays that exploit the year-round accessibility of this part of the park and that can be planned to provide:

- adequate time to appreciate the area
- respect for traditional culture
- safe and high-quality experiences.

Primary experiences may include:

- guided bushwalking
- quiet camping experiencing the landscape and birdlife of the south
- cultural experiences that engender respect for the culture of the traditional owners of the area.



5.3 HUBS

Hubs are developed tourism nodes, identified by activities and infrastructure that service the precinct. The hubs are an essential part of tourism management in Kakadu, given the size of the park and the remoteness of the surrounding environment.

In considering the suite of experiences for Kakadu, it is important to consider the broader region, including some areas outside the park that also offer tourism experiences. It is in this context that Mary River (just outside the park) and Jabiru (within the park but under a separate lease) are included in the identification of hubs.

The identified hubs are:

Jabiru (on land leased to the Jabiru Town Development Authority by the Director of National Parks), which includes a town settlement and a range of accommodation and services

Cooinda (on land leased from the Commonwealth)

South Alligator (on land leased to the resort owners by the Director of National Parks)

East Alligator (on land leased by Djabulukgu Association from the NT Government)

Mary River (freehold land).

Refer to appendix 2, table 4 for broad management purpose of each of the hubs and relevant precincts.

The hubs are described as follows and include suggestions for future opportunities.

5.3.1 South Alligator

Aim: To provide visitors from Darwin with their first major service stop and connection with the Kakadu experience including visitor information.

Explore alternative accommodation aimed at the target market.

Develop cultural experiences for accommodation guests.

Extend the range of guided activities to include day experiences close to the hub.

Structure self guiding at Gungarre to provide a longer experience via the rainforest and a shorter experience direct to the billabong.

Improve the accommodation infrastructure.

5.3.2 Cooinda

Aim: To provide accommodation and access to a range of cultural experiences and interpretation of the wetlands and river floodplains, and access to the central escarpment areas.

Develop alternative accommodation aimed at the target market.

Develop a 'culture camp' for schools and special interest groups.

Manage and maintain Warradjan Cultural Centre as the primary focus of cultural activities for the central section of the park.

Promote a suite of cultural day and night experiences.

Provide a significant wetland interpretation.

Develop an educational facility such as a hotel, tourism or business management school providing training and capacity building.

Develop restaurants, cafes, open-air theatre and other tourism services and products.

Develop a suite of day and night-time cultural experiences in the local area.

Develop a one-night camp with cultural experiences.

Bowali Visitor Centre fully used as a centre for visitor information, interpretation and consider increased after-hours use.

5.3.4 East Alligator

Aim: To provide a range of accommodation and opportunities associated with the northern area of the park and a gateway to Arnhem Land.

Provide a range of accommodation.

Explore the development of guided walks.

Develop Arnhem Land guided experiences.

Develop a range of cultural experiences suited to the overnight market.

5.3.5 Mary River

Aim: To provide accommodation and year-round opportunities in the south of the park and links with Nitmiluk National Park.

Provide a range of accommodation.

Develop an information centre where visitors can also make bookings.

Develop a range of cultural experiences for the overnight market.

Provide experiences linking Kakadu and Nitmiluk National Park.

Recognise and promote appropriate experiences focused inside and outside the park including Nitmiluk National Park.



5.3.3 Jabiru

Aim: To provide regional tourism facilities including a range of accommodation services and infrastructure.

Ensure provision of a full range of basic facilities accessible in accordance with tourist requirements.

Develop additional accommodation that is high-end, alternative, unique and provides experiences more suited to the target market.

6. INFRASTRUCTURE AND FACILITIES

Kakadu promises experiences that involve reflection, contemplation and absorption of the cultural and natural features of the park. These experiences cannot be rushed or crammed into a day visit. The visitor requires the support of infrastructure and facilities to enable them to engage at the identified level.

The range of facility classes and standards to support the provision of priority visitor experiences are outlined in this section and considered in more detail in appendix 4. Also outlined are considerations for planning access and infrastructure which would form the basis for developing priorities and an implementation plan.

All tourism infrastructure developments will comply with relevant legislation and standards. They will also be expected to be accredited and operated as ecologically sustainable developments, reflecting their setting in a World Heritage national park.

Kakadu covers a vast area and many visitor sites are remote. Underpinning all decisions in relation to the management of existing and new facilities – and infrastructure which may be established – is the need to consider the capital investment, the source of finance and the responsibility and costs associated with ongoing maintenance. Both the government and the private sector have a role to play in investing in future tourism development in Kakadu.

6.1 ROADS

The great majority of visitors to Kakadu arrive and travel within the park by road, either as part of an organised tour or as self-drivers. Hence, tourism relies heavily on the high level of access provided by the Arnhem Highway, the Kakadu Highway and Oenpelli Road which together form the three main sealed corridors in the park.

Apart from these major conduits, road standards vary between unsealed roads suitable for 2WD vehicles, and 4WD track.

Appendix 4, tables 6 and 7 consider the type of road suited to the various levels of day use and camping areas.

The Northern Territory Government maintains responsibility for:

the primary road corridors within the park – the Arnhem and Kakadu Highways and the Old Darwin Road

Oenpelli Road (which leads to the East Alligator precinct)

Cooinda Road (which leads to the Warradjan precinct)

Gunlom Road in the Mary River precinct (commencing from the Kakadu Highway through to the t-intersection at the turn off to Gimbat).

Indigenous organisations maintain outstation roads and tracks (with the exception of some that are managed by the Director). The Director maintains responsibility for all other roads within Kakadu.

The Kakadu National Park Management Plan provides for the development of a management strategy for roads within Kakadu (Action 6.3.8). Road management in Kakadu requires considerable investment due to the distances involved, seasonal access and associated submersion and flooding during the wet season that can lead to road damage, as well as the high-volume use of some unsealed roads during peak visitor periods.

To date, gravel for continual repairing of unsealed roads has been sourced within the park; however, the cumulative impact of numerous gravel pits, and the ongoing need for more gravel, should be revisited in terms of whether this is the most sustainable approach.

Many of the visitors coming to the park by road are inexperienced with remote conditions and unsealed roads, or unfamiliar with road rules and conditions in Australia. This driver behaviour combined with feral horses, pigs and buffaloes or native species on the roads, particularly at night, create a hazardous driving environment.

Proposals for new tourism developments in Kakadu that would require development of a new road or track would need to consider Kakadu's road management strategy, the experience that road travel offers, source of funding for the establishment of the road, and costs associated with ongoing maintenance. They would also need to consider the expected volume of traffic, management of visitor safety and environmental impact.

6.2 ACCOMMODATION

A gap exists in accommodation for the target market that provides a natural experience linked to a cultural experience. Additional accommodation should complement the current supply and optimise benefits for all businesses.

A range of proposed accommodation is outlined in the following table.



Classification	Siting	Design	Supply
Safari camp (commercial group)	May be located at Category 1 or 2 camping areas.	Removable with environmentally/visually acceptable design.	To be determined on accreditation of operators.
Exclusive access campsites	Located on exclusive site.	Removable with environmentally/visually acceptable design.	Specific to individual commercial operators and linked to highly accredited operators.
Safari camp or low-impact accommodation	Located on exclusive site; low volume (up to 20 beds); likely to be 'satellite' to other accommodation.	Dependent on location; design for climate, seasons, unique experience offer and environmental issues.	A number of these could be located in the park with booking opportunities as part of a multi-night package or with a hotel package, or as destination or stopping point for a walk.
Nature lodge	Located on exclusive site offering unique experience for small number (dependent on location and siting, between 20–50).	Dependent on location; design for climate, seasons, unique experience offer and environmental issues.	About four based around west, east, centre and south of park – offering different experiences of unique environments (coastal, wetland, woodland).
Hotel	The requirement for additional capacity beyond existing supply is unlikely.		

6.2.1 Safari camp (commercial group)

Accredited commercial operators may establish safari camps in Category 1 or 2 campgrounds (refer to section 6.4 for more detail) by special permit. This permits use of public facilities. Potential also exists for similar facilities to be established in camping areas limited to groups.

6.2.2 Exclusive access campsites

Opportunities exist for the provision of exclusive permits to accredited commercial operators to establish safari camps outside managed campgrounds. These opportunities will enable a more intimate experience for guests. Conditions need to be focused on the experience to be provided, including the potential engagement of Bininj/Mungguy in some aspect of the business (e.g. proprietorship, provision of walks/talks, site management and cooking). Facilities will need to be provided and maintained by the operator, including low-impact toilets.

6.2.3 Safari camps and other low-impact accommodation

A range of accommodation options could be provided that are suited to the target market and offer a unique place to stay and, potentially, different experiences for visitors. Opportunities include safari camps, low-impact buildings (such as those used at Hawk Dreaming) and old homestead sites.

Each site might include accommodation, amenities, a dining room, and could offer different experiences (e.g. dining under the stars, night walks, bush tucker experience, craft and talks).

There are a range of old homestead sites throughout the park which could potentially be developed into accommodation options for visitors. The relatively recent history of Kakadu reflected in these sites is part of the Top End's rich history, not only of European settlement but of impacts on Indigenous society with a related story of adaptation and survival.

Adaptive re-use of these buildings provides an opportunity for the rich heritage of the sites to be preserved and interpreted. It must be recognised that, due to their age, heritage nature, building materials and condition, the re-use of these buildings may present a challenge.

6.2.4 Nature lodge

A market exists for the establishment of 3–5 star accommodation. The sites need to be very special and unique and provide a range of opportunities for immersive experiences.

This type of operation would likely be low volume but providing high yield. It would be designed specifically for the setting in which it is located (e.g. coastal, escarpment and/or wetland) and for climate and environmental issues (e.g. mosquitoes). An example would be the Longitude 131 development near Uluru in Central Australia or Bamaru Plains on the Mary River flood plain west of Kakadu National Park.

6.2.5 Hotels

There are a range of hotels which currently service visitors to Kakadu. While other forms of accommodation are better suited to the target market, existing operators may become involved in the development of other accommodation options that support and complement the hotels and assist in balancing supply capacity.

6.3 CAMPING FACILITY LEVELS

Appendix 4, table 5 provides a framework for the provision of facilities for camping and day-use areas. The framework has been adapted from similar approaches used elsewhere and uses remoteness / naturalness and proximity to developed nodes to define the various categories. In Kakadu National Park, the consideration of cultural values, Traditional Owner preferences and visitor safety are important additional factors which influence decisions about the location and type of day-use and camping facilities. The framework nevertheless provides a useful model for comparing the level of service and management implications.

All infrastructure provided within Kakadu by the public or private sector will be expected to comply with the highest environmental standards.

Refer appendix 4 for more detail on these standards.

6.4 CAMPING

Three primary standards of camping areas are proposed within Kakadu as follows:

Category 1:

formalised and managed campground with showers, toilets, BBQs
camping fees apply
expectation of moderate- to high-volume use
may be a number of group camps

Category 2:

likely to be more remote and/or natural setting with limited facilities
facilities only toilets, BBQs and picnic tables
camping fees apply
expectation of low- to moderate-volume use
may be one group camp site or separation of small travel party and group camping areas

Category 3:

limited or no facilities provided
camping fees do not apply.

Some camping areas in Kakadu require a permit and have limited capacity which is regulated by the use of gate keys. The potential for exclusive-use sites in a unique setting exists, for example, managed as a component of a Bininj-run business, but must be approached in consultation with traditional owners.

6.5 DAY-USE FACILITIES

Three standards of day-use facilities are proposed based on different types of recreation settings:

Class One day use (remote)

day use in remote natural areas with simple facilities consistent with setting.

Class Two day use (comfort)

day use in high-use areas with simple day-use facilities suited to environmental setting and volume of use.

Class Three day use (developed)

day-use facilities in high-use areas with high standard of facilities, information and interpretation.

Potential also exists for sites that are suited to day use by special access/permit.

6.6 WALKING TRACKS

Kakadu's network of walking tracks range from short maintained tracks in the vicinity of major visitor nodes to remote multi-day walks which are unmarked and accessible only with a permit for those experienced in wilderness walking.

The following table presents a breakdown of different grades of walks using the Australian Standard Walking Track Classification which could be adopted for Kakadu.

Within each of these categories it would also be possible to provide a rating, for example, 'easy', 'medium' and 'hard'. This classification system would be developed based on the Australian Walking Track Standards and customised to Kakadu's individual requirements.

Category of walk	Description	Level of experience	Australian Classification
Remote route (guided)	Overnight route (greater than two days). Restriction/permit on numbers. Possible serviced camp style walk.	Moderate	4-6
Remote route (free independent)	Overnight route (greater than two days). Restriction/permit on numbers.	High – certification may be required	5-6
Semi-remote route (guided)	Easier, shorter overnight walks 1-2 days. Possible overnight accommodation. Located close to hubs and visitor nodes.	Moderate	2-3
Semi-remote (free independent)	Likely to be a defined track. Easier shorter overnight walks 1-2 days.	Moderate	3-5
Day use – permit	Likely to be a defined track. Safe walks which are close to hubs and visitor nodes of Kakadu. Possibly in a sensitive cultural area.	Moderate	1-4
Day use – guided	Defined track. Safe walks which are close to hubs and visitor nodes of Kakadu.	Low	1-3
Day use – free independent	Short and safe walks which are close to hubs and visitor nodes of Kakadu.	Medium	1-3

6.6.1 Bushwalking

Outstanding bushwalking opportunities in Kakadu exist for the target market. However, there is scope for improvement in the delivery of bushwalking opportunities, particularly with regard to better marking of day-use tracks.

Currently, walks include short walks, easy day walks and longer, more challenging day walks. Extended overnight walks require high level experience for navigation and conditions including weather and terrain, as well as knowledge of cultural sensitivities and constraints.

The promotion of both day walks and overnight walks in Kakadu needs to be improved so that more people, particularly the 'experience seeker', are aware of the walks available and can plan their length of stay and provisioning accordingly.

Constraints to the promotion of extended bushwalking include:

culturally sensitive sites - traditional owners have expressed concern about people walking on country due to the sensitive nature of some parts of country containing sacred sites which have strict rules about who may go to these areas. These areas have restricted access and should not be accessible to bushwalkers. This is often difficult to regulate and relies on the good will of the bushwalkers

challenging walking conditions - Kakadu offers a range of bushwalking environments, including terrain which varies from flat open areas to uneven ground covered with dense vegetation and steep, rocky slopes. Navigational experience is essential, and walkers need to be physically fit and adequately prepared to take into consideration the varying seasonal conditions and potential safety risks

some routes require prior experience - existing bushwalking opportunities are limited to experienced walkers who know the approved routes. These routes are generally located in the Mt Brockman Massif and escarpment areas and Yurmikmik and Jarrangbarnmi (Koolpin Gorge) areas

The following approach is proposed for considering bushwalk classification to assist in streamlining the current process:

review and revision of the bushwalking strategy

regular monitoring and review of walking track classifications with the involvement of traditional owners

development of an efficient and customer-focused bushwalking permit system



consideration of certification of experienced walkers (such as via clubs) to walk in more remote areas of the park with the alternative of an induction and planning system for independent walkers.

6.6.2 Development of an iconic walk

Kakadu is best appreciated over a number of days and there has long been support in the bushwalking community for developing at least one world-class walking experience based on culture and landscape, as is found in other World Heritage national parks.

An iconic walk has the potential to deliver a well-interpreted and truly memorable experience for the target market. It could provide visitors with choices to link into some segments of the trail rather than complete the entire walk. A walk of this kind would need to be developed through consultation with traditional owners, most likely from several clan groups, and include more than one route for discussion. It would also need to be based on a properly surveyed, marked and more-or-less constructed trail over a route that minimises cultural and environmental impact.

An iconic walk could be appropriate for guided or self-guided visitors. Its management of walker numbers could confine activity to the trail route line and appropriate nearby features. This will enhance safety and avoidance of culturally sensitive areas.

Construction and operation of an iconic walk could be offered to Bininj as a business opportunity, including guiding, maintenance and provision of overnight services. There would also be the option of tour guides providing supported walks, designed around visitor facilities provided at each night's destination to provide a quality experience and minimise the impact of overnight use on the park. This also lessens the need for carting food, cooking gear, overnight and survival equipment.

6.7 FISHING AND BOATING

Kakadu has outstanding fishing and boating experiences and is part of the Northern Territory spectrum of fishing and boating opportunities. Fishing and boating is managed under the Kakadu National Park Management Plan in accordance with the EPBC Act and Regulations and Northern Territory laws in so far as they operate consistently with these requirements.

Fishing occurs mostly on the South and East Alligator rivers where there are boat ramps and car parking facilities. There are a number of billabongs elsewhere throughout the park which provide boat ramp access. For cultural and environmental reasons, such as the spread of aquatic weeds, there are a number of waterways within Kakadu that have been closed to recreational boating and fishing. These are shown in Map 4. The West Alligator river system is closed to recreational fishing.

Opportunities exist to enhance the cultural experience associated with fishing and boating including:

guided fishing operators that can demonstrate appropriate capability and understanding of park values and the need to provide cultural experiences

continuing to work with the industry to develop a program of training local Indigenous fishing guides.

6.8 OTHER RECREATIONAL ACTIVITIES

Visitors come to Kakadu for many reasons. In a national park of this magnitude, covering such a diverse range of landscapes, the desire for a wide range of recreational activities is acknowledged. Kakadu cannot be all things to all people, and a clear direction for tourism management has been established which identifies the priority visitor experiences and core recreational activities.

Some popular recreational activities available in Kakadu are outside of the core visitor experiences discussed in this Tourism Master Plan. These include swimming, bicycle riding and four-wheel driving.

6.8.1 Swimming

Visitors often seek to swim in Kakadu's waters even though much of the park is crocodile country. Estuarine crocodiles are present in all major waterways downstream of the Arnhem Land escarpment, and are extremely dangerous.

Other issues of concern for the management of swimming include sunscreens and insect repellents impacting on water quality.

Climbing of waterfalls and steep cliffs by visitors at many waterholes can be dangerous and culturally insensitive.

Swimming in the natural areas of the park is not actively promoted and visitors are warned of the risk of crocodile attack. Some areas are actively managed however to minimise the risk of crocodile attack. Such management entails extensive monitoring and intervention to minimise risk.

There are a number of excellent, well-maintained swimming opportunities provided through commercial tourist resorts within Kakadu, and an Olympic-sized public pool in Jabiru.

6.8.2 Bicycle riding

Bicycle riding is currently permitted on publicly accessible roads and tracks without a permit. Bicycle riding offers a unique way to appreciate the park through quiet immersion in the environment. Opportunities exist for promoting increased bicycle riding within the park, noting that riding is not allowed on walking tracks. Development of designated bicycle paths between some visitor sites could be considered as one option to promote riding in the park.

6.8.3 Four-wheel driving

There are existing opportunities for four-wheel driving; however, these are generally limited to the dry season and to areas of the park open to the public. The Management Plan does not exclude the option of additional access by four-wheel drive vehicles with commercial operators or by permits.

6.8.4 Activities which are not permitted

Some recreational activities are disallowed in Kakadu due to safety, environmental or cultural reasons. These include:

climbing, abseiling or jumping from rock faces

bungee jumping or BASE jumping

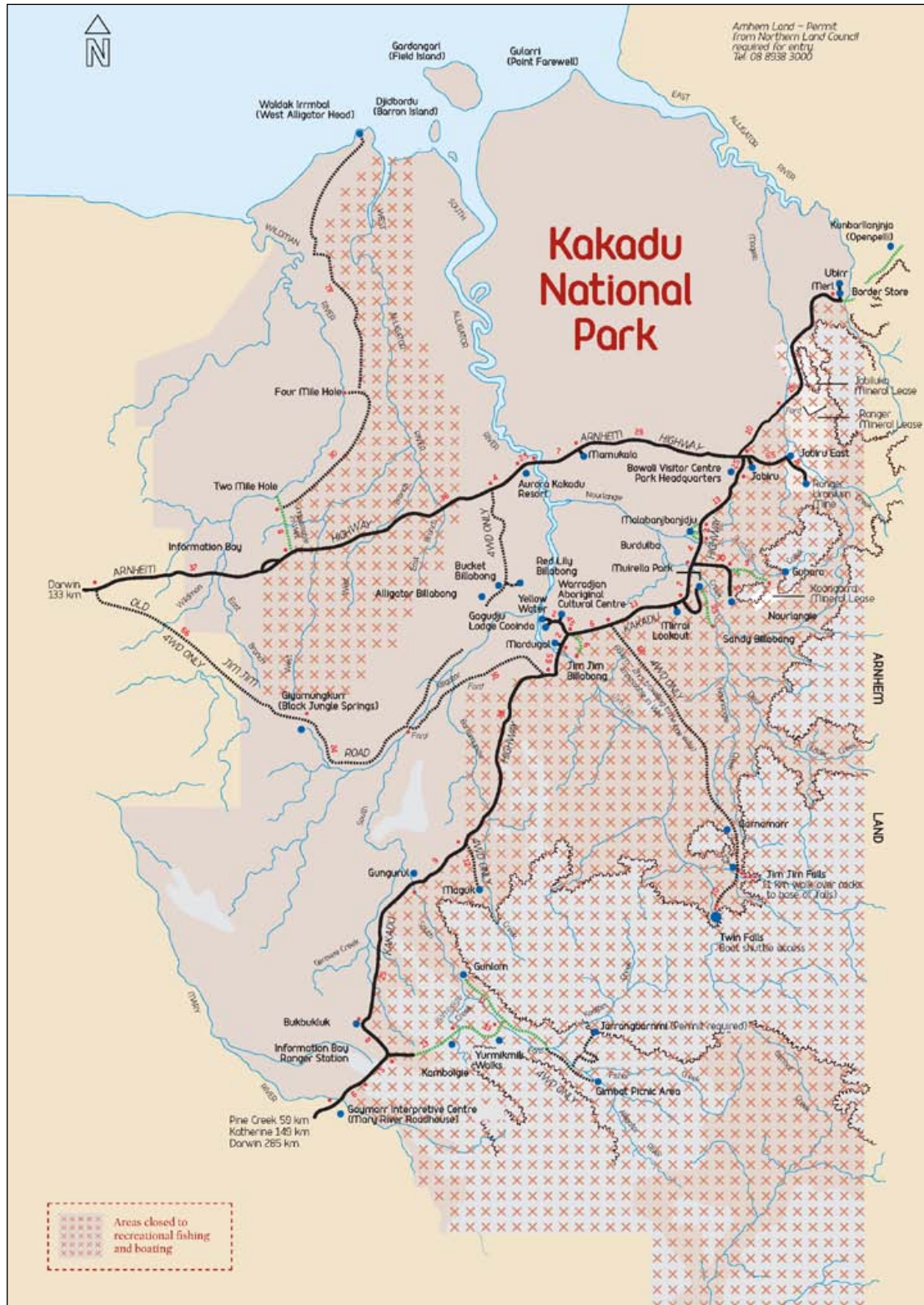
hang-gliding, paragliding or similar activities

recreational shooting and archery

scuba diving

use of hovercraft, airboats and amphibious vehicles

use of non-motorised boats and craft, including kayaks and canoes.



Map 4: Areas closed to recreational fishing and motorised boating

7. REVIEW

The Tourism Master Plan is a living document, in place during the life of the Kakadu National Park Management Plan 2007–2014. It is subject to review and updating as required by the Kakadu Board of Management. The outcomes from research and monitoring initiatives (section 2.4.2) will contribute to the assessment and review of the Tourism Master Plan together with continued consultation with traditional owners and the tourism industry.

Acknowledgements

The Kakadu Board of Management would like to acknowledge the contribution of Janet Mackay of Planning for People Pty Ltd, whose extensive final report provided the foundation for the development of this Tourism Master Plan.

For further information please call the Tourism and Visitor Services Manager on (08) 8938 1100.

Glossary

Bininj/Mungguy

The Aboriginal people of Kakadu

Board

Kakadu Board of Management

Corridors

Main travel routes to and within the park

Director of National Parks

The Australian Government, through the Director of National Parks, manages Commonwealth parks and reserves including Kakadu

EPBC Act

Environment Protection and Biodiversity Conservation Act 1999

Experiences

Opportunities for visitors to interact in the park

Hubs

Main accommodation centres servicing visitors to the park

FIT

Free independent traveller

Land Rights Act

Aboriginal Land Rights (Northern Territory) Act 1976

Lease

A lease (or sublease in the case of Indigenous land) is granted by the Director of National Parks and provides an exclusive right to possession of an area of land for purposes defined in the lease

Licence

A licence is granted by the Director of National Parks and provides a contractual right to use and occupy land for defined purposes (but not to the exclusion of others)

Nature lodge

Accommodation designed for a specific site – will include a range of suitable services and facilities

Parks Australia

Parks Australia assists the Director of National Parks to manage Commonwealth reserves including Kakadu

Permit

A permit is a statutory right issued under the Regulations authorising the permittee to do something that is otherwise prohibited

Precincts

Areas that include a range of natural and cultural visitor opportunities and sites

Safari camp

Tented or roofed low-impact accommodation that can be removed; may include facilities and services

Target market

International 'experience seeker', the primary target market

Appendix 1: Extracts from KNP Management Plan 2007-2014 relevant to the Tourism Master Plan

Policies

- 6.1.1 Tourism and recreational opportunities in the park will be managed in accordance with the Shared Vision Principles and the assessment and approval processes outlined in section 8.3, Assessment of proposals.
- 6.2.1 Areas and sites within the park will be managed in accordance with the Shared Tourism Vision Principles and policies and actions in section 6.1, Recreational opportunities and tourism directions.
- 6.6.1 Camping opportunities in the park will be considered as part of the Tourism Master Plan (see section 6.1, Recreational opportunities and tourism directions).
- 6.6.2 Camping will be managed in a manner that:
- provides for a range of opportunities from small, quiet areas with few or no facilities, to developed campgrounds with facilities for larger numbers of people
 - considers the needs of both independent travellers and commercial tour groups
 - provides visitors with a safe and rewarding camping experience
 - ensures that impacts on park values are minimised
 - is consistent with the Shared Tourism Vision Principles.
- 6.6.3 Subject to the outcomes of the Tourism Master Plan, new camping areas may be developed and others relocated, closed or changed; for example, for environmental or safety concerns.
- 6.7.1 A range of day walk and overnight bushwalking opportunities will continue to be provided. New bushwalking routes and facilities may be provided, or existing ones altered, as a result of the recommendations of the Tourism Master Plan.
- 6.12.1 The Director and the Board will promote and market the park in accordance with the Shared Tourism Vision and key messages determined by the Board (see section 6.11, Visitor information, education and interpretation).

Actions

- 6.1.1 As a high priority, the Board of Management will develop a Tourism Master Plan consistent with the Shared Vision Principles in consultation with the traditional owners, the tourism industry, park user groups and other stakeholders. The Tourism Master Plan will be made available for public comment and will include details about, but not be exclusive to:
- visitor experiences
 - facilities
 - future access
 - commercial opportunities
 - how the park can be protected from adverse tourism impacts
 - how tourism can support management of the park
 - how tourism can meet the aspirations of traditional owners.
- 6.1.3 Consistent with other provisions of this Plan, the Board and the Director may approve actions and activities, including new visitor infrastructure, that are detailed in the Tourism Master Plan.
- 6.6.8 Undertake a review of camping in the park to provide recommendations to the Board on future management options. The review will consider, but not be limited to:
- relevant outcomes from the Tourism Master Plan
 - the numbers of visitors who use existing camping areas, their levels of satisfaction, the scale of cultural and environmental impacts and the costs associated with their management
 - capacity of camping areas, including the need for booking system
 - feasibility of developing additional designated camping areas
 - management of camping outside designated areas
 - visitor safety issues and seasonal access constraints
 - camping fees
 - management of firewood collection and use
 - future monitoring requirements.

- 6.7.4 Develop a Bushwalking Strategy with Bininj and in consultation with relevant stakeholders. The strategy will address, but not be limited to:
- new bushwalking activities and facilities that may arise from the Tourism Master Plan
 - requirements for the management of cultural sites and objects
 - timing and frequency of bushwalking activities
 - reports associated with safety and compliance incidents
 - monitoring requirements and acceptable levels of impact
 - permit administration procedures
 - provision of pre-visit and on-site information.

ISSUES

Provision of interpretive activities will be considered as part of the Tourism Master Plan (see section 6.1, Recreational opportunities and tourism directions).

ACTIONS

- 6.12.3 As a high priority the Board will promote elements of the Shared Tourism Vision.
- 6.14.2 A range of commercial tour activities will be provided for. These must be consistent with the Shared Vision and Guiding Principles of this Plan, the Shared Tourism Vision Principles, the Tourism Master Plan (see section 6.1) and key interpretive messages for the park (see section 6.11).

- 6.14.10 In consultation with Bininj and the tourism industry, review management of standard land-based and specialised commercial tour permits. The review will be consistent with the Shared Vision Principles and consider, among other things:
- limits on the number of permits or visitor numbers, and applicable conditions, for each activity type and identified visitor area
 - the tenure of each permit type
 - permit fees
 - type of competitive application process that is relevant (e.g. public tendering, auction or other open special selection processes)
 - activity types or permits that are reserved for Bininj enterprises, and assistance required by Bininj in developing their capacity to pursue commercial tourism opportunities
 - management of exclusive access permits
 - monitoring criteria (e.g. environmental impacts, numbers of visitors, levels of visitor satisfaction).
- 6.15.1 Commercial accommodation may be established in the park on areas occupied under a lease, sublease or licence granted by the Director with the approval of the Board, consistent with the Shared Tourism Vision Principles, and as identified in the Tourism Master Plan.

Appendix 2: Tables 1 – 4

Table 1: Key elements of tourism in Kakadu

Key elements of tourism in Kakadu	Issues	Opportunities
Experiences	<p>Limited promotion of existing wet season experiences</p> <p>Limited cultural experiences linked to accommodation</p> <p>Not all visitor experiences achieve cultural appreciation</p> <p>Many visitor experiences provide a limited cultural appreciation</p> <p>Limited walk-based experiences</p>	<p>Development of serviced-camp based walks</p> <p>Development and promotion of broader season-based experiences (e.g. shoulder seasons)</p> <p>Facilitation of increased quantity and quality of cultural tourism experiences</p> <p>Tourism operator accreditation systems</p>
Accommodation	<p>Many camping opportunities do not provide cultural experiences</p> <p>Undersupply of mid- to high-end accommodation with cultural experiences</p> <p>Overuse of free camping areas</p>	<p>Development of more safari-style camps with cultural experiences</p> <p>Development of more high-end cultural-experience accommodation</p> <p>Development of a new strategy for campgrounds</p>
Booking and permit systems	<p>Current bushwalking booking system difficult for visitors</p> <p>No campground booking system in place</p>	<p>New user-friendly booking and induction system for bushwalking</p> <p>Booking system for all camping areas/campgrounds</p> <p>Integrated accommodation booking system potentially online</p> <p>Permitted four-wheel drive experiences in areas suited to wildlife viewing</p>
Tour operator management	<p>Quality of tour guide knowledge</p> <p>Limited auditing of permit conditions</p> <p>Ensuring authentic cultural experiences and training of local Indigenous people</p> <p>Environmental sustainability</p>	<p>Implement new approach to guided operators including audit and compliance</p> <p>Implementation of certified tour guide training and tour operator accreditation system</p> <p>Clear environmental conditions as part of the lease/license/permit</p>
Infrastructure	<p>Poor park entry and sense of place</p> <p>Dated infrastructure</p> <p>Variable quality and inconsistent design of infrastructure</p> <p>Road corridor infrastructure not planned in an integrated way</p>	<p>Provide infrastructure along road corridors including park entry which promotes the world heritage recognised natural and cultural values of the park</p> <p>Reinvigorate park infrastructure with new design and maintenance standards</p> <p>Design guidelines for any future developments</p>
Interpretation and information	<p>A range of private pre-trip information products with inconsistent messages about the cultural and World Heritage values and visitor experiences within the park</p> <p>Park signage not provided at some locations and lack of consistent approach to signage</p> <p>Limited promotion of six-season opportunities</p>	<p>Focus pre-trip and park-wide information from an experience base rather than sites</p> <p>Provide information to tourism enquiry and booking portals</p> <p>Upgrade and apply a standard approach to directional information and interpretation signs</p>

Table 2: SWOT analysis of preferred experiences

Preferred experience	Strengths	Weaknesses	Opportunities	Threats
<p>Visitor experiences that:</p> <ul style="list-style-type: none"> - provide insights into contemporary and traditional Indigenous culture - convey understanding of the World Heritage values of Kakadu's cultural and natural heritage 	<p>Increasing number of businesses offering relevant experiences</p> <p>Quality of facilities at sites that present rock art</p> <p>Increasing cultural content of some visitor experiences</p> <p>Ranger interpretation program</p> <p>Iconic sites that attract visitor interest</p> <p>Living Indigenous cultural landscape</p> <p>Continual improvement in standards of guiding</p>	<p>Generally focused on central area of park</p> <p>High volume of visitors at rock art sites detracts from potential for meaningful visitor experiences</p> <p>Some commercial operators' schedules prevent delivery of meaningful experiences/insights</p> <p>Low-end market product offer has limited in-depth cultural experiences</p> <p>Some iconic sites are not presented as meaningful experiences</p> <p>Road corridors lacking in experiences and presentation</p> <p>Lack of rock art viewing sites in the south of the park</p>	<p>Development of additional meaningful and interactive cultural experiences across the park</p> <p>Links between experiences and accommodation options</p> <p>Partnerships between commercial operators and Indigenous community to enhance experiences</p> <p>Tour operator accreditation and tour guide certification as input to product quality</p> <p>Provision of information targeted to assist quality product development by commercial operators</p> <p>Management of visitor numbers at crowded sites</p> <p>Use of audio media and other technology to enhance interpretive opportunities</p>	<p>Lack of capacity among Indigenous community to offer or sustain range of experiences</p> <p>Duplication of experiences and products</p> <p>Market does not meet the range of tourism experiences</p> <p>Decline in authenticity of tourism experiences</p>
<p>Visitor experiences throughout Kakadu's six seasons</p>	<p>A range of opportunities across the park that can be accessed throughout the seasons</p> <p>Availability of air access</p>	<p>Focus on dry season in current marketing and presentation</p> <p>Limited wet-season access to the park</p>	<p>Low volume, higher yield experiences to be delivered in shoulder and wet season</p> <p>New wet-season market opportunities</p> <p>Accommodation options suited to the range of seasons</p> <p>Presenting the changes in season as part of the natural visitor experience</p> <p>Creation of year-round hub in south of park for travel within Kakadu and Nitmiluk National Park</p> <p>Recognition and promotion of wet-season boat access to Border Store/East Alligator precinct</p> <p>Opportunities for experiences that can be provided by flying into areas outside the dry season</p>	<p>Over-promising on wet season opportunities</p> <p>Economic sustainability in limited season</p> <p>Untested market</p> <p>Increased costs of operation in the wet season</p> <p>Possible new visitor safety issues</p>

Table 2: SWOT analysis of preferred experiences (continued)

Preferred experience	Strengths	Weaknesses	Opportunities	Threats
Visitor experiences that encourage lengthened stays and increase the average spend	Regional role of Kakadu as gateway to Arnhem Land and contiguous with Nitmiluk Numerous overnight accommodation options A range of activities to sustain lengthened stays	Lack of year-round guided walks and talks Lack of diversity in accommodation offer Marketing and promotion of shorter stays Poor knowledge within travel industry and wholesalers of the range of tourism opportunities in the park Large distance between sites Homogeneity in current product offer Poor pre-trip promotion of Kakadu opportunities Limited development of visitor experiences in south or west of the park Jabiru provides limited tourism appeal	Hub and precinct-based approach to promotion and presentation of experiences Appropriate marketing and packaging of the range of experiences on offer for all market groups including independent travellers Development of an increased range of accommodation options suited to market Integrated product offer with Nitmiluk and Arnhem Land and commitment to National Landscape approach New product development by providing exclusive opportunities for operators Develop Jabiru into a town with a diversity of interesting and attractive settings for visitors Encourage increased activities at Bowali Visitor Centre, including after hours Promote bicycle and walking access route from Jabiru to Bowali	Lack of promotion of longer stays – more activities Fluctuations in global and domestic tourism activity due to events such as pandemics, terrorism or increased travel costs
Infrastructure and services that deliver the specific elements in the Shared Tourism Vision Statement	Numerous natural campsites Sealed access corridors Good infrastructure at popular art sites and other major visitor destinations Some interpretation infrastructure consistent with the vision	Limited park entry and sense-of-place infrastructure Current condition of Warradjan Cultural Centre Limited opening hours at Bowali and Warradjan Tired and outdated visitor infrastructure at some locations Inconsistent park infrastructure Interpretation infrastructure not consistently applied across park Limited application of best-practice environmental standards	Warradjan Cultural Centre as major focus for visitor experiences and interpretation Infrastructure to support other areas of the park for presentation of their unique cultural attributes Improved infrastructure at camping areas More cultural interpretation infrastructure Consistent application of a unique infrastructure style which reflects the values of the park	Inadequate funding support Poor maintenance of infrastructure Infrastructure poorly designed and placed Infrastructure planning not integrated with area planning Separation of Bowali from Jabiru Town, that is, no synergy between the park and the town

Table 3: Road corridors

ARNHEM HIGHWAY	
Current settings and/or experiences	Significant opportunities
<p>Pre-park:</p> <ul style="list-style-type: none"> - Orientation information provided by tour operators and Kakadu National Park Visitor Guide 	<p>'Experience based' pre-trip information through website and other promotional materials</p> <p>Improved pre-trip information, directional signage and tour operator information</p> <p>Opportunity for audio-based orientation (downloadable, CD or iPod) en route, including personal stories, and natural and cultural information relevant to country</p> <p>Opportunity for Radio Kakadu as an information source</p>
<p>Pre park (cont'd):</p> <ul style="list-style-type: none"> - NT Government Window on the Wetlands visitor centre - Mary River National Park information bay - Annabaroo (Bark Hut) - Range of private businesses generally focused on water-based opportunities (e.g. Mary River) - No evident Indigenous experiences 	<p>Link tourism opportunities outside the park with South Alligator hub through pre-trip information which encourages visitors to come into the park via one route and leave by the other</p> <p>Negotiate information partnerships with external businesses</p>
<p>Park gate:</p> <ul style="list-style-type: none"> - Stand-alone park entry gate structures which currently serve as a common photo point 	<p>Review park entry gates and common park-wide design elements and create one significant arrival experience at each end of the park</p> <p>Ensure consistent park gateway design for North and South entries</p>
<p>Park information bay:</p> <ul style="list-style-type: none"> - Toilets and static information bay with apparent low-volume use 	<p>Create interactive visitor node and welcome to country potentially incorporating an opportunity for Indigenous small business/information outlet, including introduction to the park access corridor</p> <p>Architectural design to be based on the brand manual</p>
<p>Roadside pullover bays:</p> <ul style="list-style-type: none"> - Series of regular stopping points with access but no facilities on southern side of highway created and maintained by NT Government 	<p>Identify a series of stopping points with day-use facilities and interpretation to create an appreciation of living culture through which the road is travelling</p>
<p>Aurora Resort and services</p> <p>Gu-ngarre walk</p>	<p>Create/encourage suite experiences associated with South Alligator hub and precinct</p> <p>Investigate opportunity for a boardwalk and visitor viewing platform with sunset viewing and interpretive experience based on the Gu-ngarre walk and billabong</p>
<p>Boat ramp and day-use facilities</p>	<p>Enhance the landscaping and separation of boat launching and day-use at South Alligator to create attractive site incorporating 'storyline pole' information and provide shady seating areas</p> <p>Investigate lookout opportunity on the southern side of approach to the South Alligator Bridge</p>
<p>Wetland viewing area and bird hide</p> <p>3 km Mamukala walk (dry season only)</p>	<p>Promote stopping at Mamukala and consider additional experiences to enhance use of the site</p>

Table 3: Road corridors (continued)

KAKADU HIGHWAY	
Current settings and/or experiences	Significant opportunities
Roadhouse and accommodation	<p>Support a major overhaul including accommodation, cultural centre and booking services for cultural experiences</p> <p>Focus for south end of park and Nitmiluk</p> <p>Cultural Centre located at Mary River to incorporate range of cultural experiences</p> <p>Support desirable shift in regional visitor travel pattern (Katherine–Darwin–Kakadu) enhancing enterprise opportunities on Nature’s Way touring route Katherine–Pine Creek–Kakadu section</p>
Park entry	<p>Review park entry gates and common park-wide design elements</p> <p>Consider relocation of ‘photo point’ close to the southern side of the river once Mary River hub development occurs</p>
Informal lookout	Create a small lookout at the existing site with a short walk from car park uphill of the lookout
Day-use area and limited camping	Manage site as day-use plus limited camping with walking access and parking back towards road
Ranger station static display	<p>Review information role as Mary River roadhouse development proceeds with a view to one key information source at Mary River</p> <p>Consider preferred arrangements with Mary River roadhouse for development of booking or induction centre for bushwalkers</p>
Ferny Gully FIT Camping (permit) and FIT swimming	Maintain in current form
Lookout, day use and short walk	<p>Improve road access and turning circle to facilitate coaches</p> <p>Realign and upgrade track to lookout to disabled standard, enabling a perspective of the size of lowland woodlands in the park</p> <p>Could provide more cultural interpretation based on the seasons and the value and use of the lowland woodlands to Indigenous people</p>
NT Government built and maintained roadside stop with gravel pull-off and pedestrian walkway on downstream side of bridge roadway	Investigate lookout and formalisation of pull-off areas with limited parking adjacent to bridge
Roadside stop, camping and short walks	<p>Improved campsites and signage and additional interpretive opportunities</p> <p>Improved definition of camping and picnic areas and parking</p>
Mirray Lookout – car park, short walk and lookout	Escarpment and lowland woodland interpretation
Informal roadside stops created by anglers contrary to road safety requirements of location	Investigate lookout and formalisation of pull-off areas with limited parking adjacent to bridge and provision of pedestrian access on downstream side of bridges
Warradjan Cultural Centre	Upgrade and refurbish Warradjan Cultural Centre as the central focus of Indigenous programs and a ‘must see’ centre with a vibrant range of cultural programs

Table 3: Road corridors (continued)

KAKADU HIGHWAY (continued)	
Current settings and/or experiences	Significant opportunities
Camping areas	Redesign Burdulba as a day-use area with walking opportunities Manage Malabanjbanjdju as class-one camping area
Bowali Visitor Centre – central information and interpretation point, art gallery, retail, cafe, displays and offices	Refurbish displays and ensure optimal management and customer service for key park information centre Improve pedestrian and service vehicle track layout; improve picnic facilities to enhance presentation

OLD DARWIN ROAD	
Current settings and/or experiences	Significant opportunities
Pre-trip	Promote as an alternative route that takes in more remote parts of the park
Turn-off Arnhem Highway: - Highway signage	Potential orientation point
Day-use area	Opportunity for enhanced day-use facilities with short walk and interpretive information Identification of park boundary
Other sites	Additional day-use area to be considered as part of precinct planning based on interpretation of South Alligator River Opportunities exist for sites that are suited to exclusive access accommodation / camps
Turn-off Kakadu Highway: - Highway signage	Potential orientation point

Table 4: Tourism hubs

Hub	Purpose	Current infrastructure within one-hour drive	Experiences within one-hour drive	Primary relevant precincts
South Alligator	To provide visitors from Darwin with their first major service stop and connection with the Kakadu experience, including visitor information and orientation and accommodation with an increasing range of associated cultural activities Currently aimed at fishing as well as family and transit visitors	Aurora Resort and campground Mamukala Bird Hide South Alligator River boat ramp and picnic area Gungarre Walk	Seasonal ranger program Gu-ngarre monsoon walk Mamukala walk Fishing Bird watching Camping Limited wet-season access/opportunities	South Alligator West Alligator
Cooinda	To provide accommodation and access to a range of cultural experiences and interpretation of the wetlands, river floodplains and access to the central escarpment areas Currently servicing mass- and short-stay market	Gagudju Lodge Cooinda accommodation and campsites Mardugal campground Mirray Lookout Nawurlandja Lookout Muirella Park campground Nourlangie rock art sites Jim Jim Billabong campground	Seasonal ranger activities Animal Tracks Safari Murdudjurl Kakadu Culture Camp Wurrngeng Cultural Walk Nourlangie art site Yellow Water Warradjan Cultural Centre Jim Jim / Twin Falls day trip Yellow Water walk Nawurlandja Mardugal Billabong walk Range of other walks Boat tours Boating Scenic flights Bushwalking	Nourlangie, Warradjan, Jim Jim / Twin Falls
Jabiru	To provide regional tourism facilities including a range of accommodation services and infrastructure Currently servicing majority of market	Commercial accommodation Jabiru Lake picnic area Jabiru airport Shopping centre and services Jabiru to Bowali walking track Bowali Visitor Centre Malabanjbanjdju and Burdulba campgrounds	Seasonal ranger activities Guluyambi Scenic flights – light aircraft and helicopter Range of day and overnight trips Day trips including: - Jim Jim/Twin Falls - Kurnbarllanjnja - Injalak Arts and Craft Centre - Wet-season boat / vehicle tours to Ubirr	East Alligator, Nourlangie, Warradjan, Jim Jim / Twin Falls

Table 4: Tourism hubs (continued)

Hub	Purpose	Current infrastructure within one-hour drive	Experiences within one-hour drive	Primary relevant precincts
East Alligator	To provide a range of accommodation and opportunities associated with the northern area of the park and a gateway to Arnhem Land Currently predominantly day use	Hawk Dreaming Merl campground Ubirr art sites Cahills Crossing boat ramp Viewing platform Upstream and downstream boat ramps	Guided rock art viewing Guluyambi River cultural tour Injalak Arts and Craft Centre Bardedjilidji walk Sandstone and river walk Manngarre walk Seasonal ranger activities Day trips including: - Injalak Arts and Craft at Gunbalanya - Wet-season boat / vehicle tours to Ubirr	East Alligator Nourlangie
Mary River	To provide accommodation and year-round opportunities in the south of the park and links with Nitmiluk Currently limited accommodation and day use	Motel accommodation Camping Roadhouse Goymarr Visitor Centre Ranger Station Visitor Centre	Rock holes Range of walks Bushwalking Swimming Gunlom Maguk Bukbukluk lookout	Mary River, Jim Jim / Twin Falls

Appendix 3: Jim Jim / Twin Falls Precinct Plan

DESCRIPTION OF THE PRECINCT

The Jim Jim / Twin Falls area encompasses some 100km² of country around the upper reaches of Jim Jim Creek and its major headwater tributaries. It includes western and northern facing escarpments of the Arnhem Land Plateau, a major sandstone outlier north of Jim Jim Creek and lowland country between the two. Jim Jim and Twin Falls are two of the major waterfalls in Kakadu.

CURRENT USE AND MANAGEMENT

Access to Jim Jim Falls is via 60 km of unsealed road from the Kakadu Highway. Twin Falls is a further 10km to the south. The first 50 km of road (to Garnamarr) is graded and unsealed and becomes heavily corrugated in parts. From Garnamarr the road is trafficable by four-wheel drive only.

Jim Jim and Twin Falls are on the itineraries of many commercial tour operators who access the area for varying lengths of time, with only a small number camping at Garnamarr. A lesser number of FITs come to the area.

A boat service has been provided to Twin Falls for the last three seasons under a license agreement with a private operator, using infrastructure established and maintained by Parks Australia.

In addition to visiting the two falls, people undertake a range of walks in the precinct.

RECOMMENDED MANAGEMENT

Goal

Manage the precinct as a destination offering a unique visitor experience presented through the eyes of traditional owners and encouraging visitors to stay overnight.

TOURISM VALUES AND OPPORTUNITIES

Jim Jim and Twin Falls are two of the major waterfalls in the park and have traditionally been regarded as icons of Kakadu. They have been widely promoted and have an international reputation as waterfalls of significance. The area is on the itineraries of many of the commercial tour operators who access the precinct for varying lengths of time.

Jim Jim and Twin Falls are important starting points for long-distance bushwalking in Kakadu. There is a bushwalking route linking the two waterfalls and there are also bushwalking routes leading to Graveside and Jarrangbarnmi.

In the wet season, visitors can only view the Jim Jim/ Twin Falls area by taking a commercial scenic flight by aeroplane or helicopter.

While traditional use of the area for tourism has been linked with the natural values and walking, opportunities for appreciating the area as a living culture have not been effectively developed to date.

Primary focus and key themes

- 1) People in the landscape: iconic visitor experiences associated with the escarpment.
- 2) Sense of country, respect, creation.

Primary opportunities

- 1) Promote and enhance the values of the precinct through a managed visitor experience that ensures:

adequate time to appreciate the area
the opportunity for understanding of living culture
safety for visitors
respect for traditional culture
minimised overcrowding.

- 2) Provide opportunities for independent travellers and tour clients to experience Indigenous culture and interpretation in a meaningful way.

The visitor experience to be provided will be unique and will be valued and sought after with a system of pre-booking required. Fees should be packaged to include:

shuttle service
boat
use of facilities
cultural interpretation
contribution to management of country.

- 3) Manage Garnamarr as the primary hub for access to Twin Falls and Jim Jim Falls and as a base for cultural activities and programs.
- 4) Manage numbers and the quality of the visitor experience through a system of accredited tour operators and a shuttle bus service operating from Garnamarr.
- 5) Enable a broader range of visitors to experience the area through improvements to the visitor experience and condition of the road to Garnamarr.

MANAGEMENT STRATEGIES

Road

Enhance visitor safety and appreciation of the scenery en route to Garnamarr by:

reducing the scale, width and visual impact of the road as part of road improvements

identifying of a number of stopping points including a small, simple high-point lookout over the country with interpretation of the landscape and cultural values.

Track beyond Garnamarr

- 1) Limit use of the four-wheel drive track beyond Garnamarr to a shuttle vehicle service, accredited tour operators and management vehicles (potentially with a weight limit depending on design standards).
- 2) Shuttle vehicle service to be designed to operate from Garnamarr to Jim Jim day-use area with secondary shuttles from day-use to Jim Jim car park and day-use to Twin Falls car park to achieve the following:

Retain visitor numbers at each of Jim Jim and Twin Falls close to current levels but spread over each day.

Eliminate queuing/crowding on boat and enhance opportunity for interaction with guides and family members at the boat landing area.

Provide opportunity for interpretation and safety messages to be communicated en route.

Boat system

- 1) Consider opportunities to ensure the boat service, which is a fundamental part of the Twin Falls experience, is a sustainable business not subsidised by government in the long term.
- 2) A booking service for the boat should be introduced to enable a better quality visitor experience in the short term and to start promotion of the need to book for this experience in Kakadu.

Camping

- 1) By encouraging people to stay longer to experience the area, the capacity of the Garnamarr campground may be inadequate. Options for extending and upgrading the campsite need to be explored.

Visitor experience

- 1) The development of the desired visitor experience requires a high level of involvement of the Bininj in business. This includes offering cultural activities at the Garnamarr campsite and the boat landing site.
- 2) Working with shuttle bus service and accredited tour operators to provide guiding and interpretation.
- 3) Site planning is required to upgrade visitor nodes consistent with the essence of the Kakadu experience – connection with the living cultural landscape.
- 4) Investigate additional opportunities for walking in the precinct as well as a start point for a long-distance serviced walk.
- 5) Consider opportunities for high-yield accommodation suited to target market at the Garnamarr campground.

Appendix 4: Facility Classes and Standards

Table 5: Facility classes

Facility class	Description	Visitor experience
Class one day use (remote)	<p>An outstanding natural setting with non-intrusive facilities</p> <p>Visitor numbers are typically low with access for small groups only</p> <p>Access often requires four-wheel drive or aerial access</p> <p>Often not accessible year-round</p>	<p>Natural/cultural values with minimal intrusion of facilities</p> <p>Visitors expect only basic facilities</p> <p>Visitors often self-sufficient</p>
Class two day use (comfort)	<p>Easily accessible</p> <p>Year-round comfort for visitors</p> <p>Visited by high numbers of people including groups such as families and tour groups</p> <p>Stopover or as a destination from overnight accommodation</p> <p>Can include basic day-use comfort areas, which are smaller, to the more complex larger day-use areas and visitor centres</p>	<p>Natural/cultural values with some facilities</p>
Class three day use (developed)	<p>Restricted to the hubs of Kakadu National Park</p> <p>Includes developed day-use facilities such as shops and restaurants and other major tourism infrastructure such as swimming pools</p> <p>Facilities provided in association with overnight accommodation and other tourism commercial operations</p>	<p>Experience information and interpretation related to the Kakadu National Park essence of connection</p> <p>Visitor orientation and planning including retail outlets</p>
Class one camping (remote)	<p>Designated or exclusive camping sites in remote locations</p> <p>Often not year-round vehicle access</p> <p>Sites designed for small numbers of visitors</p>	<p>Experience natural/cultural values with basic overnight facilities</p>
Class two camping (easy access)	<p>Designated or exclusive-use camping grounds and parks</p> <p>Close to highways</p> <p>Ideally accessible year-round</p> <p>Can include basic settings which are the smaller campgrounds and the complex larger campgrounds</p>	<p>Natural/cultural values with managed site and facilities</p>
Class three camping (commercial)	<p>Managed facility with high-standard facilities</p> <p>On highway or at hub</p> <p>Accessible year-round</p> <p>May be associated with safari camp or accommodation</p>	<p>May have power; expectation of high-volume numbers; large group camps likely</p>

Table 6: Day-use facility standards

Facilities	Recreation setting		Class 2 day use comfort				Class 3 day use comfort		
	Class 1 day use remote		Basic		Complex		Visitor centres	Basic	Complex
ACCESS									
Roads	Predominantly four-wheel drive gravel road access. Possible dry season two-wheel drive access. Roads often seasonally closed	Predominantly sealed-road access	Sealed roads	Sealed roads	Sealed roads	Sealed roads	Sealed roads	Sealed highway access	
Air (plane or helicopter)	Possible helicopter or fixed-wing access	Helicopter	Helicopter	Helicopter	Helicopter	Helicopter	Helicopter	Helicopter and fixed-wing	
Disabled access	None	Preferable	Yes	Yes	Yes	Preferable	Yes	Yes	
Car parking	Informal small gravel car parks	Marked gravel car parking	Marked sealed car parking	Marked sealed car park	Marked sealed car parking	Marked sealed car parking	Marked sealed car parking	Marked sealed car parking	
Coach parking	No	For mid-size buses only (up to 28 seats; weight limits may need to be considered)	Yes	Yes	Yes	Yes	Yes	Yes	
Trailer parking	No	Yes (boats)	Yes	Yes	Yes	Yes	Yes	Yes	
AMENITIES									
Toilet – system	For environmental reasons only	Yes							
Toilet – structure	Unlined, small size, natural colour	Small size, natural colour	Yes	Yes	Yes	Yes	Yes	Yes	
Showers	No	No	Yes	No	No	Yes	Yes	Yes	
Showers – structure	No	No	Yes	Yes	Yes	Yes	Yes	Yes	
Water	No	No	Yes	Yes	Yes	Yes	Yes	Yes	
Lighting	No	No	Yes	Yes	Yes	Yes	Yes	Yes	
Seats and tables	No	Up to a few tables/seats	Yes	Yes	Yes	Yes	Yes	Yes	
Fireplace/BBQ	No	Up to a few barbecues	Yes	Yes	Yes	Yes	Yes	Yes	
Telephone	No	No	Yes	Yes	Yes	Yes	Yes	Yes	
Food retail	No	No	Yes	Yes	Yes	Yes	Yes	Yes	

Table 6: Day-use facility standards (continued)

Facilities	Recreation setting		Class 2 day use comfort			Class 3 day use comfort	
	Class 1 day use remote		Basic	Complex	Visitor centres	Basic	Complex
RECREATION							
Designated walking tracks	No		Yes; class 3–4	Yes; class 1–3	Yes	Yes	Yes
Walking routes	Yes						
Swimming sites	Natural only		Natural only, basic entry facilities, e.g. rails and steps	Artificial	No	Yes; artificial	Yes; artificial
Boat ramps	No		Yes	Yes	Yes	Yes	Yes
INFORMATION							
Orientation signs	None or limited		Yes; basic	Yes; complex	Yes; complex	Yes	Yes
Pre-visit information	None			Yes; complex	Yes; complex	Yes	Yes
Directional signage	If required for safety reasons		Yes	Yes	Yes	Yes	Yes
INTERPRETATION							
Interpretation signs	No		Yes; basic	Yes	Yes; comprehensive	Yes	Yes
Guiding	Low-volume guiding		Yes	Yes			

APPENDIX 5: MANAGING TOURISM IMPACTS

Table 8: Environmental performance assessment

(Note: these are suggestions only and the approved EIA procedures will apply.)

Environmental issue	Minimum standard	Best practice operations benchmark	Measurement method
Maintenance of natural ecology	No introduction of pest plants, animals or disease No pets Removal of weeds No feeding of wildlife	Interpretation of natural ecology Procedures in place to prevent introduction of non-endemic species of all types and interference with wildlife	Evidence of statement of policy and quarantine management plan Visual inspection Biological site monitoring
Erosion, soil loss compaction, and vegetation damage	Limited soil loss, compaction and erosion due to development and use Minimal loss and clearing of vegetation Building floor design and paths development to control damage Minimum compaction under taller vegetation	No disturbance of natural ground area outside built footprint Rehabilitation and regeneration of vegetation Education of visitors	Visual inspection Photographic records Site survey
Volume of water used	Policy of minimal water use Staff awareness Water-saving devices on taps and showers Appropriate signage Visitor education	Monitoring of consumption State-of-the-art water-saving devices on taps and showers Water-saving appliances used Maximum water treatment standard and reuse percentage High-level of visitor education	Audit of fixtures, appliances and signage Assessment of staff awareness Assessment of visitor educational content Metering of water consumption Measurement of volume reused
Wastewater volume and disposal	Removal of organic matter Minimal use of detergents / contaminants Planning to minimise water consumption (e.g. low-flow shower heads) Sub-surface drainage Visitor education	Monitoring of water use Separation of grey water and black water streams Treatment for nutrient and chemical removal – and reuse wherever possible Visitor participation in conservation	Visual assessment of disposal methods Monitoring of water volumes – per capita water use Visual assessment of drainage system Measurement of treated water quality Percentage reuse

Table 8: Environmental performance assessment (continued)

(Note: these are suggestions only and the approved EIA procedures will apply.)

Environmental issue	Minimum standard	Best practice operations benchmark	Measurement method
Toilet facility standard and operation	Closed sewerage system or similar Education of visitors regarding appropriate use	State-of-the-art facilities and treatment methods Appropriate low-impact disposal (e.g. composting and removal offsite) Visitor education and active participation	Inspection of cleanliness, system performance and odour characteristics Check for visitor avoidance of the toilets (e.g. toilet paper on the ground)
Solid waste produced on-site	Policy of purchasing goods with minimal packaging (e.g. in bulk) Use of crushable aluminium cans rather than glass wherever possible Use of recycled products	Recording of and ongoing improvement in waste management On-site composting but offsite disposal of organic wastes (including composted sewage waste) Minimise volume and weight of all waste Disposal to recycling facility	Qualitative assessment of methods Recording of waste volumes and weights
Amount of energy consumed on-site	Policy of minimisation of energy consumption Use of energy efficient appliances	Minimise energy requirement through best practice design Minimal use of high-energy appliances such as refrigerators, toasters and kettles Use of renewable energy	Fuel consumption record (including gas) Generator log book Number, type and energy rating of appliances; wattage of lights
Method of energy production	Maximum number of hours per day of diesel generator time (hours)	Use of mostly renewable energy (solar, wind, etc.) Visitor education regarding optimal way of using energy (e.g. minimise storage requirement by timing energy use to generating times)	Fuel consumption record (including gas) Generator log book

Table 9: Social and cultural performance assessment

(Some conditions sourced from WA Department of Environment and Conservation.)

Social/cultural issue	Minimum standard	Best practice operational benchmark	Measurement method
Visitor numbers and details	Record kept of number of people / nights	Visitor records to include profile data of nationality, expectations, satisfaction, educational gains, etc.	Log books kept by operators
Number of trips to selected destinations within area	Provision of group transport options for sightseeing (if applicable) Visitor education regarding appropriate behaviour Operator awareness of visitor activities Reporting of incidents of damage or risk	High level of visitor awareness of appropriate behaviour Supervised visitation of sensitive areas	Incident record Visitor questionnaire Audit of transport service provision Audit of educational material
Level of Indigenous ownership/employment	Commitment to providing employment and training opportunities to Indigenous locals Involvement of the Kakadu Board of Management in decision making as detailed in the management plan	At least partial ownership of operations by local Indigenous people High proportion of staff from local Indigenous group Cooperative relationship between operators and the Board of Management	Percentage of employees from local Indigenous group Percentage ownership by local Indigenous groups
Culturally sensitive behaviour	Awareness of local culture Adherence to sacred site restrictions Cultural content in educational material	Active involvement and ownership by Indigenous locals Education of visitors regarding local culture	Performance as shown by references from local groups Accreditation with recognised Indigenous accreditation scheme
Interpretive material available	Access to interpretive information on both the local environment and Indigenous culture Signage Communication of low-impact, nature-based tourism principles and appropriate behaviour	Pre-tour interpretive information as part of marketing material Face-to-face Indigenous cultural education Interpretive sessions and tours Provision of reference books and maps	Assessment of interpretive material available to visitors Visitor feedback Number and type of interpretive sessions held
Client safety	Fully functioning emergency communication equipment Basic search and rescue protocols in place Staff member present with first-aid training at all times Appropriate first-aid kit on-site Visitor education regarding risks Appropriate signage	Management plans for high-risk activities Contingency plans for emergency situations All staff with current first-aid training Induction process for visitors Incident reporting protocol	Audit of first-aid and emergency equipment (St John's Ambulance guidelines) Number of staff with first-aid certificates Record of incidents and response

Park entry and use fees

In addition to lease rental or licence or permit fees, tour operators or their clients may have to pay some Park use fees.

The EPBC Act (s.356A) allows the Director to determine fees for using the Park or services or facilities provided by the Director. These fees contribute to meeting the running costs of the Park. At the time of preparing this Plan fees are in place for use of the managed camping grounds, and a Park entry fee will come into effect in 2010.

Conditions on authorisations

The EPBC Act and Regulations do not prescribe or limit the conditions that may be placed on a lease, licence or permit. Key considerations for the Director and the Board in determining conditions are protection of the natural and cultural values of the park, protection of park visitors' health and safety, appropriate allocation of risk including indemnities and insurance, and monitoring of compliance with obligations.

Processes for giving authorisations

Leases and licences

As noted above, commercial accommodation may be established on areas occupied under a lease or licence from the Director. The management plan provides that proposals for development of accommodation will be considered in accordance with Sections 8.1 [Capital works and infrastructure], 8.3 [Assessment of proposals], and 8.5 [Leases, licences and associated occupancy issues] of the plan.

Granting of leases and licences is subject to approval of the Board of Management (Section 8.5.1).

The management plan does not prescribe a process for seeking proposals or evaluation criteria for the granting of leases and licences. They will be determined by the Director and the Board from time to time. Processes may include an open or select invitation to the market. Selection criteria may include some or all of the following:

- previous experience in managing accommodation in similar environments
- capacity to construct and manage the development partnership with an Indigenous organisation
- degree of Indigenous ownership
- level and nature of Indigenous employment and training

or to engage with, traditional Aboriginal owners and other relevant Aboriginals

financial capacity of the proponent

management and business structure

cash flows and profit-and-loss forecasts

compliance history with respect to legislation relating to the environment

proponent's natural environment performance and commitment to minimising environmental impact of the operation

capacity to deliver on the Kakadu essence of connection, particularly in relation to marketing, information and interpretation and the form and nature of built facilities

health and safety systems.

Permits

Permits are issued under Part 17 of the EPBC Regulations which sets out certain matters that the Director must be satisfied about before issuing a permit for an activity, including:

it must be consistent with the management plan and with the Director's leases of Aboriginal land in the Park

it must not be likely to endanger public safety, unduly damage the Park, unduly interfere with biodiversity or heritage, or unduly interfere with features or facilities in the Park.

In accordance with the Park management plan (Section 6.14.10) the allocation of permits will be consistent with the Shared Vision Principles and will take into account:

the need for limits on the number of permits or visitor numbers

the conditions that should apply for each activity and visitor area

the duration of permits

the need for and type of competitive application process

activity types or permits that are reserved for Bininj enterprises, and assistance required by Bininj in developing their capacity to pursue commercial tourism opportunities

management of exclusive access permits

monitoring criteria and conditions (e.g. environmental impacts, numbers of visitors, levels of visitor satisfaction).

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