

**DEPARTMENT OF NATURAL RESOURCES, MINES AND WATER  
WATER AND SUSTAINABLE LANDSCAPES**

**RESOURCE PLANNING GUIDELINES  
GUIDELINE A3**

**DEFINITIONS FOR NATURAL RESOURCE  
PLANNING AND MANAGEMENT**

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**Purpose of this Paper**

This paper provides *working* definitions of some of the terms and concepts used in natural resource planning and management. It does not constitute legal advice and in particular, does not substitute for definitions included in specific legislation or policies for the purposes of that legislation or policy.

*The paper has been written for departmental staff, to help ensure consistent usage of common terms and selection of the appropriate words in official documents. It has been issued in Operational format to allow various business units to contribute additional definitions of interest to themselves.*

## DEFINITIONS OF TERMS

<i>Administrative boundaries:</i> See s.59 of the <i>Surveying &amp; Mapping Act 2004</i> .
<i>Agistment:</i> The taking of a person's livestock for depasturing on to the property of another person, with the recipient's permission. See <i>static grazing</i> .
<i>Alienation:</i> The act of converting land from some form of State land to freehold, including Aboriginal or Torres Strait Islander land.
<i>Allocation:</i> The assigning of an entitlement to occupy or possess a State natural resource to some person or organisation, through tenure-related mechanisms such as leases, freehold deeds, water permits and reserves for public purposes. Involves a conditional transfer of ownership. While depending upon statutory powers, it is distinguished from 'regulation' such as development control, as it is in legal essence contractual and voluntary in nature rather than coercive.
<i>Allotment:</i> A parcel of land to which has been assigned a unique identifier and the boundaries of which are defined in an approved plan deposited in a place of public record.
<i>Aquatic ecosystem management:</i> The institutional arrangements within both the public and private sectors established to manage sustainably the features of freshwater natural systems.
<i>Assessment:</i> The activity by which technical information about the attributes and capability of the subject area or resource and the environs is assembled and arranged in a coherent form. This is essentially an exercise of scientific or technical description. Contrasts with <i>evaluation</i> .
<i>Bed and banks:</i> Refer to Resource Planning Guideline G10 and the <i>Water Act 2000</i> .
<i>Binding on title:</i> Runs with the land; that is, obligatory upon any successor in title. Not the same as registered on title: statutory development conditions pursuant to the <i>Integrated Planning Act 1997</i> are binding on title but are not registered. Nature refuge agreements under the <i>Nature Conservation Act 1992</i> are binding on title but are not registered, unlike statutory <i>covenants</i> .
<i>Biodiversity:</i> The variety of all life forms – the plants, animals and micro-organisms, the genes they contain, and the ecosystems of which they form a part. It is usually considered at three levels of organisation: genetic diversity (the variety of genetic material contained in all species that inhabit the study area; including the variation within and between populations); species diversity; and ecosystem diversity (the variety of habitats, biological communities and ecological processes (Cassis 1998).
<i>Cadastral map:</i> A graphical representation of the spatial relationship of land parcels and their attributes within the confines of the cadastre. <i>Cadastre:</i> A methodically arranged public inventory of data concerning properties within a district, based on a survey of their boundaries. Such properties are systematically identified by means of some separate designation.
<i>CAR:</i> Comprehensive, adequate and representative, being criteria applied to measure the sufficiency of natural areas or features such as areas for inclusion in a reserves system.
<i>Carrying capacity:</i> The total number of animals that may be safely carried on a property in the long term, being a measure of its productivity. This value is obtained by assessing the carrying capacity of each pasture community within any one property. <i>Stocking rate</i> is the number of animals of a specified class depastured on each unit area of land over a specified period of time. The stocking rate for a particular pasture community is a management decision made for a certain period of time with respect to current seasonal conditions. If the grazing is to be sustainable, the stocking rate should average out over time so as not to exceed the carrying capacity.
Carrying capacity can also refer to the number of humans who can be supported by the natural systems in a given region. See <i>ecological footprint</i> .

**Catchment:** A geographical area within which rainfall or groundwater contributes to the flow in a watercourse. In literature from the USA, the term 'watershed' is used to mean catchments. In Australia, watershed means the divide between two distinct catchments.

**Coastal terms:** Terms like coast, storm surge, storm tide, climate change. See the *State Coastal Management Plan - Terms and Abbreviations* <http://www.epa.qld.gov.au/register/p00607aa.pdf> . Also the *Guidelines - Mitigating the Adverse Impacts of Storm Tide Inundation* - Page 27 & the diagram in Appendix 2 (page 31).  
[http://www.epa.qld.gov.au/publications/p01698aa.pdf/Mitigating\\_the\\_adverse\\_impacts\\_of\\_storm\\_tide\\_inundation.pdf](http://www.epa.qld.gov.au/publications/p01698aa.pdf/Mitigating_the_adverse_impacts_of_storm_tide_inundation.pdf)

**Co-ordinating body:** Body of people who give themselves or are given a mandate to co-ordinate natural resource management in a defined multi-property study area to achieve the goals of a plan. It may be an organised group of people, a government department or local government. It may be a subcommittee of another co-ordinating body such as a regional NRM body that operates at a broader scale.

**Covenant:** An instrument under the *Land Title Act 1994* (freehold land) or the *Land Act 1994* (leasehold land) entered into voluntarily by way of a grant of an interest by the landholder to the State, a local government or certain statutory bodies. Can therefore be surrendered unilaterally by the recipient but not by the landholder offering the instrument. It is registered on title, unlike nature conservation agreements (see *binding on title*). Purposes are limited in the legislation. See also *easement*.

**Custodian:** A guardian of their own property. The term should probably be confined to, alternatively, Indigenous people occupying their traditional lands; or the State, occupying and managing common property over which it exercises ownership on behalf of the community. Custodians have the obligations of stewardship just as do occupiers with less fundamental tenures. Custodianship is a more fundamental concept than stewardship.

**Development:** a. See the *Integrated Planning Act 1997*. b. A component of *management*, confined to new projects such as construction and works as distinct from maintenance. c. In the compound development approval refers to regulatory permission as distinct from *allocation*.

**District-scale plan:** The geographic extent of a *district-scale plan* will vary between location, community type and the purpose of the plan. In an urban context a district is likely to extend no further than the neighbourhood; in a rural context it could extend to a creek sub-catchment or area serviced by a small rural town or school. A key element in defining boundaries is to ensure that the affected landholders share a similar community of interest and sense of place.

**Duty of care:** The common law duty of care requires that each person take all reasonable and practicable steps to avoid causing foreseeable harm to another person, their land, or their use and enjoyment of that land.

State legislation extends this responsibility. There is a general environmental duty under the *Environmental Protection Act 1994* requiring each person to take all reasonable and practicable steps to avoid and minimise harm to the environment in general. There is also a duty of care under the *Land Act 1994* applying to all persons who hold leases, licences, permits and trusteeship on State land. Landholders also have a duty of care under the *Aboriginal Cultural Heritage Act 2003* to protect and conserve areas of Aboriginal cultural significance.

Although general regulations, guidelines and codes are available, ultimately the duty of care must be interpreted at the property-specific scale. The duty of care is a mandatory (legal) obligation, with flexible dimensions, not to harm the resource or the interests of others. See also *stewardship*.

**Easement:** A right enjoyed by the owner of land over the lands of another. The dominant easement is the land owned by the possessor of the easement. The servient tenement is the land over which the right is enjoyed. Literature from the United States, which does not operate under a Torrens system of registration, uses the term in a sense that approximates what in Queensland is called a covenant. Easements are not available for giving general public benefits such as access rights to the public at large.

**Ecological footprint:** The area of the earth's surface from which a person or a community draws resources to support their lifestyle. For Australians, this is about 7.7 global ha per person, which means that SEQ's population nominally relies on an area 8.2 times the size of SEQ for support. The world average is 2.2 ha, but there is probably only 1.8 ha available per person. This index is quite different from the *urban footprint*, which is the spatial limit of the areas developed or committed to urban development.

*Ecologically sustainable development*: The concept explained in the intergovernmental *National Strategy for Ecologically Sustainable Development* 1992, which is Queensland Government policy. A less ambiguous explanation is in Resource Planning Guidelines B6. Also see *sustainable*.

*Ecosystem*: A dynamic complex of communities of plants, animals and micro-organisms along with their non-living environment interacting as a functioning system.

*Ecosystem services*: Briefly, useful services delivered by healthy environmental assets. In more detail, ecosystem services are supplied when natural assets (soil, plants and animals, air and water) are converted into goods or services that humans need or value. For example, the transformation by fungi, worms and bacteria of the raw ingredients of sunlight, carbon and nitrogen into fertile soil is an ecosystem service. Other examples include:

- pollination
- fulfilment of people's cultural, spiritual and intellectual needs
- regulation of climate
- insect pest control
- maintenance and provision of genetic resources
- maintenance and regeneration of habitat
- provision of shade and shelter
- prevention of soil erosion
- maintenance of soil fertility
- maintenance of soil health
- maintenance of healthy waterways
- water filtration
- regulation of river flows and groundwater levels
- waste absorption and breakdown.

Ecosystem services and *functions* are both processes, with the distinction being that functions are internal to the system and services are delivered external to the system.

*Electricity entity*: Means an entity that is a participant in the electricity industry and includes:

- generation entities (eg. Stanwell Corporation, Enertrade);
- transmission entities (eg, Powerlink);
- distribution entities (eg, Energex); and
- retail entities (eg, Energex, Ergon).

*Entitlement*: An authority to own, occupy, take or possess a resource; and title: a document that conveys or gives evidence of an entitlement. *Land title*: The evidence of a person's rights to land.

*Environmental assessment*: A process for describing then evaluating the environmental effects of projects (environmental impact assessment), plans, programmes and policies (strategic environmental assessment).

*Environmental assets*: The biophysical natural capital endowed by nature, a network of tangible assets (spaces and features) linked by less-tangible ecological processes. Natural capital consists of renewable and non-renewable resources. The renewable form is living and active and includes species, habitats and ecosystems. The non-renewable form is passive and includes fossil and mineral deposits.

*Environmental infrastructure*: Environmental assets of certain defined types which at a given time justify a systematic program of targeted public investment, on private or public land, for works or maintenance because of their importance in underpinning the life of a community.

*Green infrastructure*: In some of the international literature, this term is used in a way that corresponds to 'open space'. This is more narrow than 'environmental infrastructure' and approximately equates to 'environmental recreational infrastructure'. Because of this potential ambiguity, it is recommended that the term not be used in Queensland.

*Evaluation*: The process of establishing the most appropriate use of an area of land or a resource, through weighing, in a systematic way, the technical assessment of the subject in the light of established goals, governmental and departmental

policy and submissions from stakeholders. This is essentially an exercise of judgement in which information and values are balanced and synthesised.

*Executive*: An operational role, capable of executing decisions, such as by employing staff or signing contracts, not simply an advisory or planning role. Statutory powers are not necessary to allow this, but incorporation is desirable (and funding authorities may insist on it).

*Floodplain*: Land adjacent to and linked to a waterway and subject to flooding, commonly defined as being at a frequency of 100 years or more often.

*Freehold title*: A deed of grant (issued on first alienation of the land from the State) or a certificate of title (issued under the *Land Titles Act 1994*) providing evidence of ownership of a property.

*Geographic Information System (GIS)*: A decision support system involving the intelligent collection, integration, manipulation and analysis of often diverse spatially referenced data. The environments in which GIS is used include land planning and management. A GIS may involve computer hardware and software.

*Government Asset Management System (GAMS)*: A system that co-ordinates management of government real estate as a corporate resource to provide greater opportunity to utilise assets more effectively. The Government Land Register forms the core information base for this system.

*Highest and best use*: The most economically profitable use to which the property may lawfully be put. This phrase is bi-partite, *highest* being concerned primarily with economic factors and *best* including public interest factors such as social justice and environment. A consideration of all factors, possibly with some compromise, is therefore required in determining highest and best use. The ambiguity introduced by IPA (development potential is not prescribed but is assessed case by case against principles) makes it difficult to ascertain the development potential in advance. See also *most appropriate use*.

*High water mark*: Means the ordinary high-water mark at spring-tides.

*Highest astronomical tide*: The highest level of the tides that can be predicted to occur under average meteorological conditions and under any combination of astronomical conditions. *Extent of tidal influence*: the highest level of the tides that occurs with a sufficiently short return period to preserve a marine ecosystem.

*Implementation*: The process by which a decision reached as an outcome of a policy, plan or strategy is put into effect. The term is not confined to construction of on-ground works, but includes changing policy, advocacy, reforming regulations, technical reporting and generally applying tools. Implementation means giving effect to intentions.

*Indigenous plants*: Originally (that is, before European settlement) found naturally in that locality. *Native plants*: Originally found naturally somewhere within Australia. However, in the compound term *native vegetation*, it refers to only the indigenous vegetation original to the locality. *Exotic* or *foreign* or *alien*: Originates from outside Australia. *Introduced*: A species which is not indigenous to the site, whether an import from overseas or a non-indigenous native. *Naturalised*: A species, which self-propagates after being introduced to an area.

*Infrastructure*: The framework within which around which people build homes and businesses, consisting of built/fabricated facilities and utilities that support the day-to-day operation of modern society. Infrastructure can be sub-divided:

- *hard infrastructure*, consisting of public utility infrastructure (water supply, sewerage, drains and waste disposal, electricity and gas supply) and transport and communication infrastructure (land transport, airports, seaports and telecommunications)
- *social infrastructure*, consisting of educational infrastructure (schools, TAFE colleges, universities), health infrastructure (hospitals, medical centres, aged care homes), and recreational infrastructure (sportsgrounds, sports centres and community halls).
- *environmental infrastructure*: See under that entry.

*Integrated catchment management*: A principle to guide the operation of institutions established to achieve sustainable and balanced use of land, water and related biological resources to maintain sustainable human activities and essential ecological processes within the geographical confines of a hydrological basin. See *landcare*.

*Land*: Broadly, 'land' includes land-related natural resources such as water, vegetation, minerals and quarry products. More narrowly, land is contrasted with natural resources that are administered separately from land. 'Private land' includes privately held leasehold and freehold.

*Landcare*: a. A community-based movement sponsoring practical activity that furthers sustainable resource management in a collaborative way.  
b. A sustainability-focused approach or principle for the management of land, underpinned by an ethic of stewardship.

*Landholder*: Person or body in charge of a property, having the right to occupy it and the duty to manage it. This term embraces holders of tenures of all kinds, so is wider than 'landowner', a term normally confined to owners of freehold land. The term can also in some contexts include holders of native title rights. In every study area, 'landholders' will include the local government and the Department of Natural Resources, Mines & Water because the roads, public reserves and riverbeds which they hold are widespread.

*Landscape*: Narrowly, the scenic vistas at a locality, usually with a positive connotation. More broadly, refers to the landform and topography as well as the natural and built features within it. Sometimes used to describe a scale for planning purposes: larger than 'district' in scale but lacking the administrative connotations of the term 'regional'.

*Land parcel*: The smallest area of land defined by boundaries which can be legally dealt with, such as transfer of ownership.

*Land value*: an estimation of the economic worth of a parcel of land. See *market value*.

*Liveability*: A comparative index of how conducive is a residential locality for human life and well-being. Although for an individual this attribute is always subjective, it is possible to survey against benchmarks.

*Living area*: In the *Land Act 1994*, 'living area' is defined in these terms:

'living area means the area of grazing or agricultural land that will be adequate to enable a competent person to derive from the working of the land, according to the use for which the land is suited, an income adequate to ensure a reasonable standard of living for the person, the person's spouse and dependent children, as well as provide a reserve to meet adverse seasons and the cost of developing and maintaining the land at a sustainable rate of production throughout average seasons, having regard to—

- (a) the locality of the land; and
- (b) the nature of the land; and
- (c) the potential of the land for sustainable development; and
- (d) the distance of the land from transport facilities and markets.'

The concept is explained in detail in Resource Planning Guideline F7.

*Lot*: A lot is the legal description given to a parcel of land on a registered plan, for example, Lot 1 on Registered Plan 123456. The combination of lot and registered plan numbers is called *lot on plan*. This identification provides the unique parcel identifier within Queensland. All parcels in Queensland are being issued with lot on plan numbers.

*Management*: a. Mobilising resources (e.g. people, infrastructure, finance) to achieve goals. 'Organisational management' means mobilising resources within organisations. Sometimes the term 'land management' is used to refer to what is better termed land administration. b. Management of land by its manager/occupier, including both development (establishment of a new use) and or maintenance (continuing use). Management of land can be undertaken at various scales; e.g., a landholder might manage a paddock or their entire area of title; or a designated body might manage water through an entire catchment. Used in this way, it is distinct from allocation and regulation. c. Part of the compound term *natural resource management*.

*Market value*: The price that a property would bring in a competitive open market under all conditions necessary for a fair sale, neither party acting under duress and with all parties having knowledge of all reasonably possible uses to which the property may legally be put.

*Mechanisms: See tools.*

*Most appropriate tenure:* Means a tenure that according to a professional report will give effect to the most appropriate use and will optimally configure the cadastre in that locality. See s.16 *Land Act 1994* and Resource Planning Guideline D4.

*Most appropriate use:* Land use which takes the best possible advantage of the capabilities of the land within its context, but which also advances public interest in a way “that supports the economic, social and physical wellbeing of the people of Queensland” (*Land Act 1994*). There is a fundamental difference between this concept and *highest and best use* which has more economically-focused implications.

*Native vegetation: see Indigenous plants.*

*Natural resources:* Can be defined broadly as including land, water, vegetation, carbon, fauna, forest products, marine resources, minerals, extractive resources, fish and natural resource-based heritage: resources which the State allocates by way of some form of tenure or possession. Could include intellectual property that derives from the natural resources.

More narrowly, the term can be confined to those resources for which the Department of Natural Resources, Mines & Water has portfolio responsibility. From the above list this would exclude marine resources, fish, fauna and commercial forest products.

*Natural resource management:* A regime for the allocation, regulation and direct management (including planning, development and use) of natural resources. Includes not just on-property or on-ground management but also application of other tools like leasing, water trading, extension and incentives. It covers both conservation and production systems that are dependent upon the natural resources. See *management* and *planning*.

*NRM plan:* a. Generally, a statement of resource-related goals desired for a study area; and the means or strategies by which these goals can be achieved. A strategic NRM plan may derive from policy or it may set policy. It usually takes a spatial or geographic approach and usually includes maps. It is usually focused on direct management and is non-regulatory and non-statutory although it can make recommendations to the regulatory authorities or the resource allocators. b. Specifically, a plan produced pursuant to the regional arrangements subject to State-Commonwealth NHT agreements.

*Open space:* Briefly, land or water with a surface open to the sky. In more detail, land and water areas of any size or type, characterised by having no or very few built structures, and which have nature conservation, environmental, scientific, social, recreational, cultural, spiritual, scenic, health or economic benefit for a community. Open space can include but is not limited to wetlands, steep slopes, bushland, wildlife habitat, beaches, lakes, dams, agricultural land, forests, scenic views, culturally significant places, outdoor recreation areas, buffers and linkages. ‘Open space’ describes a biophysical condition, is tenure-neutral and has no regulatory implications.

*Owner:* IPA in Schedule 10 of its regulation defines ‘owner’ as the person or body entitled to receive the rent. This may include the State (but a separate definition deals with the State’s role in issuing resource manager’s consent for lodging a development application). Refer to Schedule 10 or Resource Planning Guideline G31.

There is a different definition of ‘owner’ applying to the receipt of notices about development on adjoining land. For this purpose the owner is:

- the buyer, if the adjoining land is being bought from the State for an estate in fee simple under the *Land Act 1994*;
- the trustees, if deed of grant in trust land or a reserve under the control of trustees; and
- the person entitled to receive the rent, in any other case.

*Peri-urban:* “the zone of transition between the edge of the newest suburbs and the outer limits of the commuter belt” (McKenzie, 1996). These areas are superficially rural, but are heavily influenced by the neighbouring urban centres (Houston, 2005), and as such are areas of strongly contested development potential due to conflict between their valuable agricultural use and encroaching urban potential uses. Although concentrated around large population centres, an urban conglomeration of almost any size will have some peri-urban land.

*Peri-urban* can also be expressed as *ex-urban*, *rural-urban fringe*, or *the fringe*.

*Plans and planning:* Resource planning is essentially a spatially-focussed process by which an area is examined and conclusions reached on the suitability of its resources for various uses, in their environmental, geographical, sociological and economic context. This activity can be distinguished from other forms of forward thinking such as corporate planning, business planning and financial planning. Activities like implementation, monitoring and review are not considered to be ‘planning’ as they gear up after the plan is finished. It is best not to describe ‘planning’ as a tool: tools are mechanisms for implementing a plan.

Planning includes:

- *assessment of the resources;*
- *scientific or socio-economic research;*
- *visioning or goal-setting;*
- *evaluation of land or resources.*

*Property right:* Subject to native title, an entitlement to occupy or take a resource according to the terms and conditions of an instrument issued by the State; and then being subject to regulation, contract, common law and community norms. Any individual entitlement is being redefined continually by these mechanisms. ‘Property’ refers to a legal relationship with a resource. An unsatisfactory term as it tends to overlook the accompanying responsibilities that are inherent upon acceptance of an entitlement.

*Public authority:* A collective term covering Commonwealth and State departments, local governments, statutory authorities and government-owned corporations. ‘Official’ refers to actions by public authorities.

*Public land:* See State land.

*Public purposes:* A purpose for the use and or service of the Government or the community. See the Schedule to the *Acquisition of Land Act 1967*.

*Public utilities:* Comprise services supplying gas, electricity, telecommunications, water and sewerage. *Public utility providers:* Providers of public utilities. While not specifically defined in legislation, case law indicates that providers of the above utilities need not be publicly owned departments or corporations.

*Rangelands:* Extensive unimproved pastoral lands. They generally include the native grasslands, scrublands and woodlands which cover a large proportion of the arid, and semi-arid regions of western Queensland and the monsoonal lands of northern Queensland.

*Regional ecosystem:* A vegetation community in a bioregion that is consistently associated with a particular combination of geology, landform and soil.

*Regional open space:* Open space that has one or more of the characteristics that identify an area as regionally significant. Regional open space is a subset of open space and so is also tenure-neutral and has no regulatory implications.

*Regional open space network:* An emerging term, derived from the South East Queensland Regional Plan (p.40), to describe an area covering a group of landholders who support cross-tenure multiple use management. Landholders would enter a voluntary agreement to cooperate in the management of properties within the defined area. Public access would be permitted only with each landholder’s agreement. Although the network can embrace land of any tenure, the specific arrangements by which each property is brought into the network is not tenure-neutral. Regional parks are nodes within the network at which public access is encouraged.

*Regional landscape areas:* Areas prescribed in Part 5A of the *Integrated Planning Act 1997*. The precise location and significance of these areas remain to be clarified.

*Regional Landscape & Rural Production Area:* A regulatory designation in the SEQ Regional Plan.

*Regulation:* Process for constraining resource holders’ freedom to manage by using the coercive powers of government, for example through planning schemes, local laws or taxation. Although loosely, the term is often used to describe any statutory action, or even any ‘intervention’ by governments, it is better in the context of natural



resource management to distinguish it from other statutory actions such as *allocation*: these arrangements are transfers of the right to occupy. See Resource Planning Guideline B2.

*Remnant vegetation*: Refer to the *Vegetation Management Act 1999*.

*Rural precinct*: A sub-area of SEQ which is subject to planning according to guidelines embodied in amendments to the SEQ Regional Plan, with a view to multi-functionality.

*Valuation*: Measuring the monetary value of a property, rather than its usefulness. See also the quite different term *evaluation*.

*Scenic amenity*: An objective measure of the contribution of landscape views and experiences to the community's quality of life: "how much the community appreciates and benefits from the aesthetic value of these landscapes". (*Scenic Amenity of the Lockyer*, 2002).

Two factors are used in the preparation of scenic amenity assessments: *scenic preference* (how much the local community and visitors to the area like the scenery's appearance) and *visual exposure* (the visibility of the area in question from local public vantage-points).

*Section 16 evaluation*: A specific process of land planning that brings together information about the subject land, evaluated in the light of State, regional and local planning strategies and policies and the object of the *Land Act 1994* (section 4). A section 16 report is a professional recommendation that serves as an input into the decision.

*Security of tenure*: An ambiguous shorthand term for a high level of rights over property, including the seven main characteristics of *possession, use, durability, consultation, clear definition, protection from withdrawal, transferability*. These terms are explained in Resource Planning Guideline B7, as is the fact that a title does not need to be 'secure' in order to be tradable, bankable, and sufficiently stable to justify long-term investment.

Commonly used in advocacy by contrasting with leasehold tenure. However, a State lease in Queensland for the length of its term satisfies nearly all of the conditions of security. In any case, the difference between leasehold and freehold is narrowing as the weight of regulatory impositions increases.

*Stakeholders*: Includes persons and institutions involved in natural resource management. In some contexts it may include citizens or remote residents who have only an intangible, passive or proxy interest. It could include:

- Commonwealth Government;
- State departments such as:
  - Department of Local Government and Planning Sport & Recreation
  - Department of Natural Resources, Mines & Water (NRMW)
  - Department of Primary Industries & Fisheries
  - Environmental Protection Agency/Queensland Parks and Wildlife Service (EPA)
- local governments; regional organisations of councils;
- regional planning advisory committees, regional NRM bodies,
- river improvement trusts, catchment and sub-catchment committees;
- progress associations and neighbourhood committees;
- landcare or bushcare groups;
- industry associations; resource users and their peak associations;
- other special interest groups;
- Indigenous people and groups;
- landholders.

*State land*: All land that is not held as freehold, freeholding lease, or by the Commonwealth or under Aboriginal or Islander tenures. A collective term, different from *public land*. Reserves and roads are public land. State leasehold is State land, but is private land – the public has no right of access. Public land includes land held as freehold by State-owned corporations and local governments.

*Static grazing*: Depasturing of sheep or cattle on State land, particularly stock routes, through a lease, or a permit to occupy, or a road licence, or illegally. Distinguished from droving in accordance with a travelling stock permit or

similar. Differentiated from the term *agistment* as it includes unauthorised occupation.

*Statutory force*: Describes a provision that is backed by legislation or subordinate legislation (regulations) and can be enforced upon stakeholders. For example, planning schemes are ‘statutory instruments’ and are imposed upon most landholders in a local government area. Instruments of tenure have statutory force but are accepted voluntarily at the time of negotiation.

*Statutory recognition*: Describes a provision that may not have any coercive force, but is mentioned in legislation. For example, ‘regional planning advisory committees’ are established under the *Integrated Planning Act 1997* but have only advisory powers.

*Non-statutory*: Not backed up by legislation, backed only by contract or civil law or voluntary arrangements.

*Steward*: An agent or manager of property on behalf of its owner. ‘Stewardship’ means caring for property held in trust for the benefit of the community or future generations. This ethic should apply to all occupiers of property of all tenures in all resources.

*Stewardship* includes the legal obligation to exercise a duty of care, as well as wider responsibilities that are not codified in law. Like duty of care, ultimately the duty of care must be interpreted at the property-specific scale. See also *duty of care*. See Resource Planning Guideline B7.

*Stocking rate*: See *carrying capacity*.

*Study area*: An area with multiple landholdings, to be covered by a strategic plan. The area may be delimited by administrative or government districts, bioregions, watersheds or other boundaries.

*Sustainable*: Sustainable means able to continue indefinitely. In natural resource management, this means ensuring that development does not exceed the capacity of the natural resources of the subject area to deliver relevant goods and services indefinitely.

The concept has different implications for different natural resources: for water, for example, it is taken to mean that consumptive extraction does not intrude into the environmental flow. For non-renewables, it means investing the proceeds so that the income can be used to transition to the use of renewable forms.

The concept of sustainability has been confounded by the concept of ‘balance between ecological, social and economic considerations’. If every separate application for development strives to achieve a ‘balance’, the end result can only be the continual erosion of the condition or availability of the resource. No equilibrium can ever be found and no thresholds can ever be set. Also, the notion that the ecological, social and economic are necessarily in tension with each other is incorrect. It does not make economic sense to exploit resources beyond their capacity to continue to yield products and ecosystem services (life-support). See Resource Planning Guideline B6 and *ecologically sustainable development*.

*Sustainable natural resource management*: (sustainable NRM) is used to describe the full suite of activities and objectives intended to achieve sustainability ranging from economic development through management and use and including environmental and resource protection.

*Tenure*: Loosely, the method of holding ownership or occupation rights in land, reflecting a defined level of security and ownership rights. This is how it is now used in the Department, although strictly, the term ‘tenure’ refers only to legal ‘interests’ which convey secure *possession* such as certain leases or freehold deeds not just a right of *occupation*.

*Tools*: Mechanisms to assist landholders, authorities and other stakeholders to achieve their goals; and to assist in bringing those individual goals in line with the broad community-orientated goals set out in some resource-related strategy such as an NRM plan. In other words, they are tools to implement the plan. They may be contractual, coercive or voluntary; market or non-market. Examples: leases, planning schemes, financial grants, covenants. A plan is a pre-condition to allow tools to be applied effectively, though, if at a more detailed scale than the plan currently administered, a plan could be regarded as a tool in its own right.

*Triple bottom line*: A method of performance reporting that allows the subject organisation to be held to account for

its effects on the environment and social justice as well as its financial performance. The term is misused if it is broadened to mean that environmental effects and economic profitability can somehow be offset against each other.

*Urban*: the IPA states that “*urban area*” means:

- a) an area identified as a priority infrastructure area in a priority infrastructure plan; or
- b) if no priority infrastructure area exists, an area identified in a gazette notice by the chief executive under the *Vegetation Management Act 1999* (VMA) as an urban area; or
- c) if no priority infrastructure area exists or gazette notice has been published - an area identified on a map in a planning scheme as an area for urban purposes, including future urban purposes, but not rural residential or future rural residential purposes.

This definition is used by Vegetation Management Unit in determining whether an area is urban for the purposes of the VMA. *Urban development*: For the purpose of applying a code, the term is used in a generic sense and is to be interpreted in the context of the local government planning scheme for the particular area and includes all ancillary works necessarily associated with the proposed use or development. Whether or not the proposed use is, or is able to be connected to reticulated sewerage system or common effluent disposal system may be a defining influence to consider a proposal as urban development.

*Wetland*: The following definition is used in *Queensland Wetlands Conservation and Management – Implementation Plan*. It is based on internationally accepted definitions (Ramsar) modified to suit Queensland conditions.

Wetlands are areas of permanent or periodic/intermittent inundation, with water that is static or flowing fresh, brackish or salt, including areas of marine water the depth of which at low tide does not exceed 6m. To be a wetland the area must have one or more of the following attributes:

- at least periodically the land supports plants or animals that are adapted to and dependent on living in wet conditions for at least part of their life cycle.
- the substratum is predominantly undrained soils that are saturated, flooded or ponded long enough to develop anaerobic conditions in the upper layers.
- the substratum is not soil and is saturated with water, or covered by water at some time.

*References available on request.*

End of Guideline