

DIVISION OF CROWN LAND MANAGEMENT

PREPARATION OF MANAGEMENT PLANS

DRAFT

circular no. 65.....

July, 1977

This circular replaces No. 53 of 13 January, 1977. That this Division should prepare long-term management plans for Crown lands is now well accepted by the Department and this circular outlines the procedure which Land Management Officers should adopt in undertaking this work.

The basic purpose of a plan is to clarify the managing authority's thoughts about future management. They should be written with that aim always in mind.

The preparation of written management plans has four main benefits:

- (a) the act of writing will force the L.M.O. to order his thoughts and crystallize his own general impressions.
- (b) a plan helps to avoid ad hoc development, and the siting of structures independently, without thought as to the basic purposes and the ultimate potential of the reserve.
- (c) a plan should give a committee a sense of direction and purpose, and provide continuity of action into the next term of appointment of the committee (or L.M.O.).
- (d) it will be one of the quickest and most effective means of achieving recognition and of making C.L.M. philosophy known and understood.

A management plan is particularly valuable for parcels of land which are large in dimension or area; e.g. for two miles of coast, within which any of several sites could be developed; that is, within which there are several options for future development.

If management plans are kept at a non-statutory level, they will tend to be pragmatic, effective, simple, with a minimum of generalized preamble and be prepared quickly.

One danger inherent in formalizing the management planning process is that consideration of any sensitive issue will be deferred pending the preparation of a plan. Undue pressures will devolve upon land management officers to write plans in order to resolve issues. But the planning won't remove the need to make difficult or unpopular decisions, and it may not even render them easier. It will simply slow down and prolong the decision-making process.

The more formal authority which plans will have, the more slowly will they be compiled and the more tentative will their conclusions be. Any material which is at all controversial is likely to be deleted during the political process prior to approval if plans are to have statutory force.

There is a danger that planning will become a substitute for firm, decisive management action rather than merely an aid to it.

If management plans are to have Ministerial authority they will also need to be written with a high standard of layout, expression, technical competence and printing. The Division has no staff trained for this editing.

There is also a danger that a plan will be regarded as "final" once it is approved, and possible new initiatives and improvements ignored in subsequent years. There is no such thing as a "final" management plan.

SOME COMMENTS.

Management planning is still in its infancy. The most difficult task is to write something which is detailed enough to be directly useful to future managers yet general enough to remain valid for several years despite rapid changes in society and government.

Management plans are widely talked about but few are written - and those that are tend to become an end in themselves and be much too sophisticated. The Division will be virtually breaking new ground. Our work to date has been not inferior to the most advanced interstate management planning.

Management planning cannot await detailed inventory of resources. There will inevitably be numerous "seat of the pants" judgements; therein lies the art of land management. In general, the Division will gather together existing land-use and resource information about the area being planned, but will not undertake or sponsor new research.

Above all, L.M.O.'s should remember the over-riding C.L.I. philosophy of "minimum development". A common weakness of consultants' master plans is that most, in order to justify the brief, recommend substantial works or development. The controlling authority then often spends years trying to obtain funds to implement sophisticated schemes, with little assessment of their local or regional significance. A good C.L.M. plan for a reserve may be a very modest document of only a few pages and maps.

A carefully prepared plan is likely to convince a fund-disbursing agency that some thought has gone into the development of the reserve, and that a grant is not likely to be wasted.

PUBLIC PARTICIPATION.

Public participation is essential to the preparation and acceptance of an acceptable plan but there are good and bad ways of achieving this.

In the compilation, the L.M.C. should seek opinions and ideas from as wide a range of sources as possible. We should encourage the committee, if there is one, to do likewise. There is no justification for keeping management plans confidential, except those aspects which could make opportunities for speculation on freehold land e.g., proposed land purchases. The Department must avoid charges of "keeping the public in the dark".

In the printing of the draft and final plans, enough copies should be reproduced to allow for free distribution to interested inquirers.

However, the Division is opposed at this stage of its existence to the more extravagant methods of securing public involvement such as calling for formal written submissions, explanatory displays and widespread publicity. All of this takes much time, which would be better spent in working on the next plan.

Simplicity makes for effectiveness.

STRUCTURE OF THE PLAN.

It is not mandatory that the plan conform to the following suggested structure, but it is desirable and will make editing more convenient.

Use the items listed under each subheading as a checklist. Do not include a given heading unless there is something substantial to say under it.

Title Page - Title, date, author(s), Departmental reference.
Table of Contents

PART ONE - INTRODUCTION

- Preamble - rationale for preparing the report; framework in which the plan is set.
- Definition - area considered ; map, status, purpose for which land was reserved, legal control ; boundary definition.
- Scope - term for which plan is likely to be valid, (eg. ten years) ; limitations, topics left out; influence of studies by other groups eg., L.C.C. regional planning authority, commonwealth.

PART TWO - SURVEY

Note that the Division at this stage of its existence does not intend to sponsor research in order to make this Part more complete. This Part will be written from existing information collected.

THE REGION

Physiography -

- Prehistory - Victoria Archaeological Survey work.
- History - major impacts on the region of human settlement; municipal C.T.C.P.B. planning schemes and their implication.

Climate -

Population - trends, visitor catchments, regional growth, popularity.

RESOURCES OF THE RESERVE

- Condition - summary of effects of past landuse eg., grazing, erosion, over-use.
- Geology -
- Geomorphology -
- Soils -
- Hydrology -
- Groundwater -
- Vegetation -

- Wildlife - Mammals, birds, reptiles, amphibians, fish, invertebrates.
- Landuse - influence of adjacent landuses, previous landusers, present landuses, present services, visitor behaviour, recreation activities, tenures & P.C.'s, educational use.
- Archaeology - sites, recorded or unrecorded.
- Special Sites - historical monuments, scientific interest.
- Landscape - measures to protect or restore scenic amenity.
- Hazards - influences which impose a constraint to management - flooding, erosion - proneness, wildfire, storm.
- Further Research - Aspects of the plan or of science needing further attention, measures required to protect features for future research.

PART THREE - MANAGEMENT PROVISIONS

- Management Objectives - prime functions which the reserve should fulfill; espouse "minimum development" philosophy (briefly); identify those attributes most needing protection.
- Zoning - zones, subzones and purposes of each. (See separate chapter for a typical zoning scheme. For each zone in turn set out management prescriptions under the following headings.)
- Vehicular Access - new access or car parks proposed or desirable; upgrading of existing roads; roadside conservation; closing of existing roads, or carparks.
- Pedestrian Access - proposed walking tracks, repair or re-routing or closing of existing ones; surfacing, grading, signposting and drainage; specifications.
- Buildings - removal of inappropriate ones; erection and siting of new ones; repair and maintenance.
- Park Furniture - picnic tables, rubbish bins and their servicing and litter, fireplaces, firewood, barriers, playground equipment; signs - routed timber, metal, other;
- Recreational Facilities - watersports, boating, boat ramps, recreational vehicles, organised team games, family and passive activities.

- Services - electricity, gas, water, sewerage, telephone, rubbish disposal.
- Maintenance - mowing, plumbing, mechanics, machinery.
- Interpretation - potential for environmental education, printed brochures, information boards, guided tours, self-guided trails.
- Wildlife - special measures to protect or repair habitat.
- Special Uses - features not necessary to management of the reserve but which require to be considered - transmission lines, stormwater drains, short-term activities, small-scale activities not deserving a zone of their own; contentious issues, undesirable developmental projects, local ill-considered schemes.
- Revenue - financing, fees, tickets.
- Reserve Protection - actions necessary to overcome the hazards mentioned in Part Two.

Fencing -

- Plant and animal pests - rabbits, foxes, dogs, cats, noxious and other weeds; past infestations and future control; hygiene measures to prevent invasion by weeds & fungi.
- Soil erosion - present and potential; foreshore, river, runoff, wind; control measures required.

Fire:

- (i) Fire protection - access roads, slashed or trittered breaks, burnt breaks or mosaic patch burning. Identify the major hazards and the measures necessary to overcome them.
- (ii) Fire suppression - principles to be followed wherever possible, equipment necessary to overcome them.
- (iii) Fire regime - prescriptions for management of the vegetation of the reserve for its own sake (as distinct from the sake of protecting life and property).
- Restoration - revegetation; replanting, species list, source of propagating material; contour ripping; topsoil, rehabilitation of degraded vegetation.

- Pollution - air, water, land.
- Stone and Minerals - past extractions, present and future removals; fossilizing; gravel.
- Relics and Geological Features - measures necessary to protect archaeological relics, rock outcrops and deposits.
- Periodic Review - assessment from time to time as to whether management prescriptions are meeting their objectives.
- Priorities for Implementation - order of both importance and urgency; long-term, short-term, continuing.
- Appendices - Acknowledgements (note: send contributors a copy)
- Tables
- Detailed factual material
- References.

PART FOUR - ACCOMPANYING RECOMMENDATIONS.

The following items should be in the form of a separate document addressed to the Superintendent Crown Land Management outlining recommended actions. This report will not be for publication.

WORKS

Costing of works is optional, but for short-term works at least, desirable.

- Short-term Works - works which should be done as soon as possible by (a) D.C.L.s. (b) others.
- Long-term Works - reports and request and approvals which should be put in hand.
- Applications - applications to other bodies for finance.
- Sketch Plans - specific site planning is not a purpose of management planning, but some suggestions or recommendations may well be appropriate.
- Land Purchase - purchases desirable either to remedy faulty planning or to protect wildlife habitat.
- Equipment Needed -

ADMINISTRATION

- Boundaries - irregularities, survey necessary, incorrect fencing;
- Reservation - areas which should be excised from or added to reserves, alteration of title.
- Control - appointment, change or removal of a committee.

- Occupancy - evict squatters, determine P.O.'s or licences or leases or other tenures, authorise new activities.
- Legal Action - desirable prosecutions.
- Regulations - changes to regulations, new sets, consolidation or rationalization. Appointment of bailiffs,
- Staffing - changes to present staffing, new staff, supervision.

ZONING SCHEME

A number of management objectives can be specified for a given reserve, and in pursuing them it is not required that all values be optimised in, and all services be obtained from, each and every hectare. In fact it is frequently not possible to cater simultaneously for a number of (incompatible) uses or values. The primary use or value of the various parts of the reserve should be recognised by way of Management Zones.

The extent of and the type of zones should be determined by integrating the resource information with community requirements, interpreted in the light of the capability of the land to meet needs without impairment.

One such system of zonation is that which categorizes zones according to their relative position on a preservation-development scale, along which scale there is a designed increase, or an increase catered for, in intensity of public usage. At one end of such a scale are zones whose management objectives are entirely related to preservation of natural ecosystems, and at the other extreme are the highly "developed" foreshores of the asphalt/concrete kerb/kiluku lawn type common around much of Port Phillip Bay.

The following zoning scheme is a five-tiered system and consists of seven management zones viz:-

<u>Zone A</u>	-	Primitive Zone
<u>Zone B</u>	-	Outstanding Feature Zone
<u>Zone C</u>	-	Natural Zone
<u>Zone D</u>	-	Recreation Zone
<u>Zone E</u>	-	Development Zone

Zones A and B clearly have a deliberate bias to preservation. This objective in A is the preservation of a large tract of land in a purely natural condition, and in B, preservation of a (smaller) site or outstanding feature, whether that feature be natural (e.g. geological or bat colony, water habitat or saltmarsh) or cultural (e.g. aboriginal site). Reference areas could fall in B and wilderness in A.

Zone C is basically a conservation zone (of environmental or landscape emphasis), but with greater level of manipulation envisaged to cater for recreation on a largely unstructured basis excepting for specific sites wherein low intensity recreation facilities such as walking tracks or picnic grounds are provided.

Zone D is managed to provide recreational opportunity to the public in a quasi-natural setting. The recreational amenity is related to the use and enjoyment of an outdoor environment for basically unstructured activities. Facilities are not of a highly capitalized or intensively engineered nature, because the basic attractions of the zone are its natural, not man-made, assets.

Zone E is that zone wherein there are intensive facilities such as are needed for prolonged use by campers and caravanners.

There may also be highly capitalized and intensively engineered facilities such as boating ramp and parking complexes, marinas or wharves and essential industrial installations. Uses incompatible with other zones such as quarries, easements, grazing could go here.

Sub-Zone or Zone Modifiers, may or may not be needed. Certainly no effort should be made to complicate a zoning scheme beyond what is absolutely required; unique situations, however, if not accommodated in another way, may be catered for by sub-zones or modifiers.

One such sub-zone category is "time-and-place" zoning. This recognises the special need to cater for certain activities, or to prohibit certain other activities, in a particular place at a specific time.

Consider a hypothetical zone in which maintenance of wildlife values is the primary objective of management. Now if it be known that a critical stage of a faunal species life cycle (such as mating, nesting or bearing young) can be adversely affected by human activity that would at other times be non-disruptive, then that site or zone may need to be closed to public usage during such times so that the species may continue to fill its niche; the area can be re-opened after the period of activity has ended.

A particular public activity which could require the "time-and-place" zoning technique is camping. During the period of peak public usage-summer, in particular the school vacation - camping as a recreational activity might not be considered compatible with objectives of management in zones A,B,C, or D. While zone E may be specifically managed for camping purposes during the whole year, camping when it is of a dispersed & transient nature, may not be incompatible with objectives of management in, for example, the conservation-type zones during the "off-season".

Historical weaknesses of traditional zoning plans must be recognized if deficiencies of the past are to be overcome in the future.

One weakness is that they can be inflexible. Any activity which falls within arbitrary limits, pre-determined sometimes years previously, can be considered acceptable. Zoning can tend to be an "all or nothing" approach; commonsense field application and "time-and-place" zoning can help overcome this otherwise intrinsic inflexibility.

A broad scheme fails to highlight the fact that the major proportion of the management authority's attention needs to be directed at the foci of public use. That is to say, use of public land by the public tends to be at nodal rather than evenly dispersed and consequently there is need for the preparation and implementation of specific site plans.

Experience has shown that a zoning scheme can tend to over-induce a developmental mentality when in fact the spirit may have been simply to ensure the withholding of a parcel of land for future community requirement for that specified purpose.

Many past planning schemes failed, because of successive zoning amendments over time, to achieve the objective of defining the ultimate limits to growth. A zoning plan should represent a long-term policy commitment on landuse.

Conclusion

Resource inventory and management planning are of themselves mere preliminaries. It's the constituent of administrative, financial and manpower resources to field implementation of sound plans that makes or breaks effective land management.

PROCEDURE

When writing a plan, or assisting a committee to write one, adopt the following procedure:-

1. Initial meetings with committee and other interested people to explain the purposes of planning including optimal utilization of finance and protection of natural features. Ensure that courtesies are observed and interested organisations not kept in the dark.

Define the objectives of management of the reserve. Agree on ultimate uses and aims. Set out in point form.

2. Collect data, resource information, views of users (casually) and tap the information available from sister departments. Select paragraphs from other Divisional plans or circulars which may be relevant to the one you are writing.
3. Prepare draft of plan, discuss with committee, seek critical comments from other interest parties. Ensure that no one sport or activity dominates. Submit copies to regional officers of other divisions of the Department.
4. Refine plan. Reduce its length by one third. Prune out generalities. Attach a schedule of works which should be undertaken in the short-term future by:
 - (a) the committee
 - (b) the Department.
5. Submit to the Division for approval and publication. Ensure that local involvement is extensive. However the entire task of preparing a plan is probably beyond most committees.

PUBLICATION

It is desirable that there be some consistency in format, editorial style and method of reproduction of Divisional management plans. Keep the following specifications in mind when writing drafts.

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Format

Foofscap, printed offset on both sides of the paper, if possible single space, with coloured cardcovers. Taps, if possible to be foofscap or foofscap. Photos and preferably multiples of foofscap. Photos are to be crisp sketches interspersed liberally. Prints with good contrasts. black and white prints with good contrasts.

Setting Out

Adopt the following heading styles:

BLACK STUMP MANAGEMENT PLAN
PART 1 - MAJOR DIVISION HEADING

MAJOR SUBHEADING

Minor Subheading

Category

1. Item

a) sub-item

(i) sub sub-item

Where the subheadings and categories are complex and layout likely to be difficult to follow, an alternative to the above is the fully numerical system thus:

BLACK STUMP MANAGEMENT PLAN
PART 1 - MAJOR DIVISION HEADING

MAJOR SUBHEADING

Minor Subheading

Category

1. Item

1.1 Sub-item

1.1.1 Capital Letters

Be consistent. Correcting inconsistencies in such matters is tiresome and is much easier if done at the time of writing.

Specific formal names such as Coast Banksia, Reserves, and Black Stump Reserve should be capitalised. Here the Generalised terms such as banksias, kangaroos, etc. Specific committees of management and so forth should be specific word "reserve" occurs as an abbreviation, formal title, capitalize it.

Format

Foilescap, printed offset on both sides of the paper, typed single space, with coloured cardcovers. Maps if possible to be foilescap or if not possible, then preferably multiples of foilescap. Photos and sketches interspersed liberally. Photos are to be crisp black and white prints with good contrasts.

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1.1.1.1 Item

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Capital Letters

Be consistent. Correcting inconsistencies in such matters is tiresome and is much easier if done at the time of writing.

Specific formal names such as Coast Banksia, Grey Kangaroo and Black Stump Reserve should be capitalised.

Generalised terms such as banksias, kangaroos, reserves, committees of management and so forth should not. Where the word "reserve" occurs as an abbreviation of the specific formal title, capitalize it.

Do not use capitals for seasons of the year or directions of the compass unless they are part of a formal title.

In all other ways follow the Australian Government Style Manual. When in doubt, simply make sure that you are consistent.

Compound Words

Most compound words graduate with time from separation through hyphenation to integration. e.g. salt marsh, salt-marsh, saltmarsh.

Integration is to be followed in G.D.L. publications for such words as:

Saltmarsh, runoff, floodplain, wildlife, wildfire, freshwater, roadside, carpark, windbreak, wetland, landuse.

But not where two similar letters would then stand together:
sand-dune.

Some words are not however ready to be linked so closely:
water table.

Note subtle differences such as in:

"a short-term project" but "in the short term".

When in doubt, simply make sure that you are consistent.

R.D. Hall
SUPERINTENDENT OF
CROWN LAND MANAGEMENT

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