



C/- 'The Big Scrub'
Environment Centre,
88A Keen Street,
Lismore. 2480.

24th August, 1987.

Mr Trevor Sutton,
Channel 11/8,
Northern Rivers Television,
11 Peterson Road,
Coffs Harbour. 2450

Dear Trevor,

Re: 11/8 TOURISM SPECIAL

Thank you for your invitation to sit on a panel for your forthcoming television special on the future of North Coast Tourism.

I wish to confirm that I am available for this recording and understand that the taping of this program will take place at the stations' Coffs Harbour studios on Saturday, 1st August beginning at 11am.

Please find enclosed:

- * a copy of the North Coast Environment Councils' publication "Tourism and the Environment - a Position Paper on North Coast Tourism Development".
- * a copy of a speech made by me to the Councils' recent "Tourism and the Environment Movement" Conference, held at Yarrahapinni Ecology Centre explaining how and why the book was published, and what the future holds for "Tourism and the Environment";
- * a copy of a policy on Tourism drafted at that Conference by members of the Environment Council and other state and interstate members of the conservation movement.

I believe that these documents will give you a detailed insight to the interests, concerns and aspirations of the North Coast Environment Council, and the conservation movement generally.

Please note that the policy statement is still at the Draft stage since it is currently being circulated throughout the Councils' membership for discussion and possible amendment.

...2/...

I anticipate that a policy substantially similar to this draft will be adopted at both the regional level, by the North Coast Environment Council, and at the state level by the Nature Conservation Council of the N.S.W. at their forthcoming Annual Conferences.

Again, thank you for the invitation, I look forward to participating in an important program for the future of the North Coast Region.

Yours sincerely,

John Corkill,
Vice-President.

Please draft some notes on local (incl. CoFs)
Tourism development so that I may refer to
developments for Tourism other than the
Tweed Byron examples.

♥ F



27th August, 1987.

Dear Jim + Terry,

Please find enclosed:

- * a number of copies of the draft TOURISM POLICY as proposed at the recent Conference;
- * a copy of the background paper delivered by me to the Conference, explaining how, and why the "Tourism and the Environment" book was published, and the future for Tourism and the Environment.

I hope both these can be used to advantage at the Tourism Commissions' public meetings to discuss the Draft North Coast Tourism Strategy.

For what it is worth I believe that we should be asking the Commission to justify its' choices of location and development types when there is STILL no discussion, or even mention, of the negative environmental and social impacts which tourism development can bring with it.

How can the Commission successfully avoid the errors of the Gold Coast and the Central Coast of NSW when it does not appear to want to consider negative impacts?

Based on the previous experience of the Burrell Paper, the Commission still appears hell bent on rushing into huge development proposals without looking at the basics:
does the land in question have a higher value for conservation?;
will the proposed development types affect the residential population?;
what are the likely environmental and social impacts of tourism development on the adjacent lands and communities?; etc...

Good luck with this! There is a great deal more comment which ought to be made - I am sure you'll find plenty to question.

For the Land,

NCEC 6a

08 MAY 1987



SYDNEY

Ms. Judy Messer,
Chairperson,
Nature Conservation Council of
N.S.W.,
176 Cumberland Street,
SYDNEY. N.S.W. 2000

5 MAY 1987

Dear Ms. Messer,

I refer to your letter of 17th February, 1987 regarding the North Coast Tourism Development Discussion Paper.

The Tourism Commission under its Statute the Tourism Commission Act, 1984 has a responsibility to facilitate and encourage tourism development in New South Wales. The Commission has identified the North Coast as an area of high priority largely because of its climate, scenic beauty and natural attractions which include National Parks and State Recreation Areas.

As a prelude to answering the specific points you have raised in your letter I would like to take this opportunity to explain the Tourism Commission's philosophy and approach.

The Commission is concerned that much of the existing plant and infrastructure on the North Coast favours the self-drive, lower budget market and excludes many people seeking holiday packages, resort style holidays, wilderness holidays, serviced apartments etc., on an all-year round basis. The lack of holiday products of this kind results in the holiday-makers selecting alternative holiday destinations. As such the North Coast is missing out on the economic and social benefits that would be derived from catering for a wider range of market groups.

The Commission is also concerned that the existing tourism facilities in the Region are geared mainly for the summer market. As a result, there is a marked concentration of visitors in the area during the Christmas school holiday periods. This seasonality causes many problems for the local community including overcrowding, and overloading of essential services. The types of development that the Commission is seeking to encourage in the Region, are those that will attract year round use, and as such will provide sustained, not seasonal, income and employment for the local community.

.../2

Consequently, the Commission is concentrating its efforts on developing new travel and hospitality services on the North Coast that will:-

- * compliment the range of existing tourism facilities, which at present comprise predominately caravan parks, camping grounds and motels; and
- * increase the availability of saleable products that will be effective in penetrating ready markets.

Preference is being given to enterprises of a scale designed to be capable of supporting:-

- (i) on-going media marketing and sales campaigns;
- (ii) professional management; and
- (iii) significant levels of permanent employment.

The approach adopted by the Tourism Commission to facilitate growth in the tourism industry on the North Coast of New South Wales, is as follows:-

1. The process began with the release of a Discussion Paper on tourism development in June, 1986. This Paper was widely distributed to Local Councils, Environmental Groups, Chambers of Commerce, Tourist Associations, developers, investors and other parties. Officers from the Tourism Commission have spent a considerable amount of time in the Region both in investigating sites and in liaising with a range of public and private sector organisations.
2. The Discussion Paper is the forerunner to the Strategic Tourism Plan for the Region currently being prepared by the Tourism Commission. One of the aims of this Plan is to identify opportunities for the development of a wide variety of tourism products, including wilderness camping areas, family style resorts, hotels, lodges, hostels, holiday apartments, cabins and cabanas. In every case the emphasis will be on providing quality facilities which will be both commercially viable and compatible with the environment.

It is intended that the Plan will be exhibited in a draft form and comments from the public sought before it is finalised. A submission from your Council would be most welcome.

3. As part of the exercise, possible development sites are being investigated. These investigations are intended to identify the best sites to take advantage of the strongest market opportunities. Preliminary environmental profiles to check for absolute constraints on development have been undertaken on a number of sites. Consideration has also been given to development forms that will blend with the environment in these locations.

4. These development possibilities are being discussed with potential developers, investors and operators, and their comments are being used to build up a better idea of locations and development forms sought by the industry.
5. At this stage, no developers or investors have expressed a serious interest in developing any of the possibilities that have been highlighted during this process. Should a clear interest be expressed by a party, the party will have to establish that it has the necessary capital, expertise and management ability to undertake the project before detailed environmental and financial feasibility studies will be initiated.
6. The normal development approval process will only be commenced once a developer is forthcoming and studies are undertaken to establish that there is no doubt that the projects under consideration are environmentally and economically feasible. A rezoning application would then be prepared if required, and a development application lodged with the Local Council.

The Local Council and the Department of Environment and Planning are the primary Consent Authorities for development in the area. The provisions of the Environmental Planning and Assessment Act (1979), also ensures that the public has the opportunity to participate in each stage of the planning process.

The Tourism Commission has no statutory role in the planning approval process, rather its role is limited to assisting in the formulation of development concepts, and advising Consent Authorities on matters relating to tourism.

In relation to the points raised by you the potential sites that have been identified as being suitable for tourism development both within and nearby National Parks, Recreation Areas and State Forests will, of course, require detailed investigation.

As part of this investigation process the Tourism Commission will be working closely with the relevant authorities such as Department of Environment and Planning, Department of Lands, National Parks and Wildlife Service, Forestry Commission, Local Councils and the general public to create a development plan which will satisfy all the parties involved.

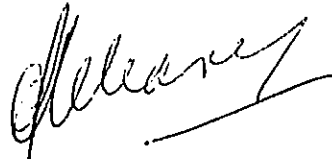
The Tourism Commission is of the opinion that there is a need to make natural areas available to a wider section of the community who should not be discriminated against because they have neither the desire or in some cases, capacity to camp in an area. The Tourism Commission envisages the development of wilderness lodges such as Binna Burra in Queensland which are low impact developments that are highly compatible with the surrounding natural environment. The entire emphasis and philosophy of such establishments is on helping people to enjoy National Parks and consequently the natural environment through education about the bush environment and the chance to relax in comfortable surroundings.

The entire thrust of the Commission's activity in the North Coast has resulted from a recognition of the natural attributes of the area and the need for a rational and co-ordinated approach to the assessment and encouragement of tourism development. Thus the Strategic Tourism Plans developed by the Tourism Commission will provide guidelines for co-ordinating public sector policy on tourism planning and development; identify areas within a region suitable for tourism development; and, suggest broad strategies to promote growth. These issues will be addressed in conjunction with the topics addressed in the traditional planning framework.

In relation to your final comments that tourist development centering on natural areas should always focus on the need to preserve that natural features on which they are based the Tourism Commission totally agrees. Any developments located in National Parks and the like be subject to Development Consent under the Environmental Planning and Assessment Act (1979), which will require a full statement of Environmental effects. In addition, any operator of a development which will be commercially viable will have to create an attractive, environmentally compatible attraction that will protect the natural environment that is their livelihood.

I would like to thank you for writing to me, I look forward to the assistance of Conservation groups in encouraging suitable and sensitive tourism development on the North Coast.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'Michael Cleary', with a long horizontal flourish extending to the right.

(MICHAEL CLEARY)
Minister for Tourism

T6a

20th July, 1987.

Rt. Hon .R.J.Hawke,
Prime Minister,
Canberra.

Dear Prime Minister,

The North Coast Environment Council (NSW) convened a workshop on Tourism and the Conservation movement (Yarrahapinni Ecology Centre, Grassy Head 4/5 July) as a result of the growing recognition among environmental organisations of the uncontrolled impacts that tourism might have on the natural environment.

During the course of the discussions it became apparent that unacceptable social and economic impacts are also occurring and it was resolved to address you and your Ministers for Tourism and the Environment on the following

- Coastal Management. Priority should be given to the setting up of a working party as recommended by the National Conference on Coastal Management (Coffs harbour 1986) and that the environmental impacts of tourism be a major consideration of that working group.

- Foreign Investment. That the high level of foreign investment in tourism resort development appears to contribute significant proportion to Australia's overseas debt and controls should be investigated.

- Education. Integration of environmental education with tourism studies must be made to ensure a balanced understanding of the basic resource.

- Controls on State and Local Government funding for tourism promotion and infrastructure. There needs to be careful appraisal of handling of any such funds.

The conference unanimously supported the motion that the natural environment forms the base of tourism and any tourism policy should start from this premise and ensure protection of the natural environment.

It was brought to the attention of the conference that the Dept. of Sport, Recreation and Tourism has recently released a draft Tourism strategy for Australia for comments from the tourist industry. In view of the concern of the conservation movement that the natural environment be given protection we request that the conservation movement be given the opportunity to comment on the above document and make submissions.

Yours sincerely,

J.L.O.Tedder,
Hon.Sec.

Copies to: Minister for Tourism, Minister for Environment.

'T+E'

MEDIA RELEASE

ORIGINALS

T 6 a

MEDIA RELEASE 20.5.1987

(Embargoed until .5.1987)

CONSERVATIONISTS CHALLENGE GOVERNMENT WITH NORTH COAST TOURISM PLAN

Conservationists today entered the tourism debate with the release of a plan for tourism development on the state's North Coast.

The plan, which opposes the silvertail, Gold Coast type of development, comes hot on the heels of the N.S.W. Government's Tourism Strategy for NSW.

"Our tourism proposals maximise protection of the environment and the availability of low-cost, sustainable tourism rather than elitist resorts," said Mr John Corkill, Vice-President of the North Coast Environment Council.

"Conservationists are not opposed to environmentally sensitive development. Unfortunately, recent Government proposals for the North Coast have tried to pander to the big developers who want big bucks and the best sites, sites enjoyed in the past by hundreds of thousands of Australians," he said.

"The Government's recent Tourism Strategy talks of giving 'absolute water or beach frontage' (p.16) to developers. This is unacceptable," Mr Corkill said.

The Strategy also highlights the natural beauty of NSW- "the sub-tropical rainforests of northern NSW, the coastal estuarine areas and beaches... out-standing natural formations including the Tweed Caldera..." (p.14)

"NSW environment and conservation groups have fought long and hard to protect these areas for the benefit of all present and future Australians, and for the native plants and animals who depend on these areas for their survival," he said...

"The best parts should not be sold off to the silvertailed development lobby" said Mr Corkill.

"The evidence is quite clear, most Australians could not afford resorts and a majority of people want modest accommodation and low-key facilities," he said.

"Our plan provides detailed criteria to allow environmentally sensitive development and low impact ways of enjoying the natural environment."

"If our unique natural assets become part of just more urban sprawl, their ability to attract tourists would be greatly diminished. Already, a large number of visitors come to Byron Bay simply to escape the over-development of the Gold and Sunshine Coasts," said Mr Corkill.

ENVIRONMENTAL PLANNING NEEDS UPGRADING

Mr Corkill expressed grave doubts that the environment could be protected unless planning and public participation processes were improved.

"Just as in Queensland, we have seen destruction of rainforests, wetlands, fishing resources and beach scenery," he said.

"Investigating Local Government Inspectors have found serious deficiencies in the environmental procedures of both Byron and Tweed Shire Councils.

We need rational tourism planning that;

- * deters get-rich-quick speculators;
 - * avoids over-development and duplication;
 - * objectively identifies environmental constraints; and,
 - * stops villages being turned into tourism ghettos,
- " Mr Corkill said.

"If development is worth doing, it's worth doing well. The North Coast wants, in fact needs, developers who are committed to environmental excellence - not destructive speculators," he said.

....ends...

FOR MORE INFORMATION, PLEASE PHONE JOHN CORKILL: (066) 21-3278 w
(066) 21-8687 h

11/9/87

We had hoped to be able to enclose a copy of the proceedings of the workshop with this "thank you" note however it is taking much longer to put the proceedings together than we expected.

A sincere apology is offered therefore for the tardiness in thanking you for contributing to such a successful workshop on tourism. We hope that you gained something from the discussions and we appreciate the time and effort that you contributed.

Enclosed is a copy of a draft Tourism policy which the North Coast Environment Council is considering at its November meeting.

Proceedings of the workshop will be forwarded as soon as they are complete.

Again many thanks and our apologies for the lateness of this letter.

Yours sincerely,

J.L.O.Tedder,
Hon.Sec.



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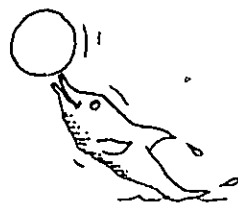
J.L.O.Tedder,
Hon.Sec.

LESSON 18: RECOGNIZING WORDS CONTAINING THE F SOUND

Directions: Say each word and underline whichever letters stand for the sound of **f**. Then write the words under the correct headings.

● The letters **ph** and **gh** can stand for the **f** sound.

The DOLPHIN likes to LAUGH and have FUN.



phones	photo	feature	triumph	orphan
fingers	telephone	rough	typhoid	enough
cough	telegraph	typhoon	phonics	Philip
graph	furniture	finish	sulphur	fine
feathers	phoney	digraph	fail	pamphlet
	tough	laugh	nephew	



<u>phones</u>	<u>telegraph</u>	<u>triumph</u>	<u>nephew</u>
<u>graph</u>	<u>phoney</u>	<u>typhoid</u>	<u>orphan</u>
<u>photo</u>	<u>typhoon</u>	<u>phonics</u>	<u>Philip</u>
<u>telephone</u>	<u>digraph</u>	<u>sulphur</u>	<u>pamphlet</u>

(GH)

<u>cough</u>	<u>tough</u>	<u>rough</u>	<u>laugh</u>	<u>enough</u>
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(F)

<u>fingers</u>	<u>feathers</u>	<u>furniture</u>	<u>feature</u>
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<u>finish</u>	<u>fail</u>	<u>fine</u>
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Addresses

Gabriel Huft	hines Rd. Willawarrin	2440
	via Kemper	
Marcus Beesford	120 Wakefield St Adelaide	5000
Deborah Kent	42 Woodland St Baulkham	2153
David Sheppard	6 Wattle Rd Jannali	2226
Rodney Knight	c/- Wilderness Society Heritage House 90 Hunter St. Newcastle	
+ Jim Corbett	29/129 Bower St Manly 2095	2300
M. Samuelson	31 Kingsford Ave Eastwood	2122
Hebin Conrigh	35 Shenlow Ave Faulconbridge	2776
Martha Parton	PO Box 53 Nimbri	2480
Karen Robinson	Sunshine Coast Environment Centre PO Box 269 Nambour	4560
Jean Edgecombe	7 Oakleigh Ave Thornbury	2120
+ Ashley Howe	c/- NPWS 49 Victoria St Grafton	2460

To receive copy of draft North Coast
Environment Council policy on tourism with note
to say proceedings to follow.

+ letter enclosed for sending to these people
with draft policy.
Sent to John Corbille



THE DEPARTMENT OF
THE PRIME MINISTER AND CABINET

CANBERRA, A.C.T. 2600

25 August 1987

Mr J.L.O. Tedder
Honorary Secretary
North Coast Environment Council
Pavans Road
Grassy Head
VIA STUARTS POINT NSW 2441

Dear Mr Tedder

Thank you for your recent correspondence to the
Prime Minister.

Your comments have been noted and referred to the
Minister for the Arts, Sports, the Environment, Tourism
and Territories; the Hon. John Brown.

Yours sincerely

For A. Levy
Director, Ministerial Correspondence

DRAFT

TOURISM POLICY

by

The Nature Conservation Council of New South Wales

Introduction

- 1.0 Tourism is an important component of the New South Wales economy. The primary reason for this is the quality and diversity of the State's natural environmental assets. There is a need for environmental protection and the maintenance of these natural assets since they are the resources required for a sustainable tourist industry.
- 1.1 The ad-hoc and unplanned approach to tourism, with the style and location of new development being determined almost entirely in the market place will continue to lead to the degradation of the natural environment.
- 1.2 Significant impact on the natural environment is occurring because:
 - 1.2.1 entrepreneurial tourism is cash selective in its allocation of economic value to natural environmental assets;
 - 1.2.2 there are natural environmental assets which should be protected from exploitation for tourism purposes;
 - 1.2.3 the market cannot measure the components which contribute to environmental quality;
 - 1.2.4 the market adopts a short-term view while environmental consequences are characteristically of a long-term nature.
- 1.3 A planned, co-operative approach involving all levels of government and the tourism industry, which gives due regard to conservation of our natural, scenic, historic and architectural heritage is seen to be the only rational basis for the development of a sustainable tourism industry.

Non-recreation Areas

- 2.0 There are special areas which should be completely exempt from any form of recreational activity and associated amenities.

The Commonwealth Government

- 3.0 The Commonwealth Government has a key role and obligation to conserve sites recognised to be of national or international environmental significance.

The Commonwealth must, therefore, exert the powers vested in it by the Constitution to:

- 3.1 enter into joint management arrangements with State Governments for sites recognised to be of World Heritage status or subject to other international agreements for the protection of the environment e.g. J.A.M.B.A.;
- 3.2 take unilateral action to ensure the proper management of such sites where the States fail to accept responsibility for their protection;
- 3.3 use its external affairs powers to prevent the use of foreign capital for purposes which directly, or indirectly damage sites on the Register of the National Estate and other environmentally sensitive areas;
- 3.4 apply the Environment Protection (Impact of Proposals) Act and other appropriate Commonwealth legislation to all tourism developments which require Commonwealth approvals or which involve Commonwealth funds;
- 3.5 allow tax rebates and other incentives for tourist operators who contribute financially to the up-keep and restoration of sites listed on the Register of the National Estate;
- 3.6 require the Australian Tourism Commission to promote, to the international tourism market, environmentally sensitive tourist operations.

The State Government

- 4.0 The State Government and its Statutory Authorities have a key role and obligation to ensure proper land-use planning controls on pollution, and the reservation of sites of environmental importance.

The State Government must, therefore, use its powers to:
- 4.1 undertake state and regional land-use planning in order to determine, by using natural resource assessment techniques:
 - 4.1.1 sites and areas which should be preserved in National Parks, Nature Reserves and State Recreation Areas;
 - 4.1.2 sites and areas which do not require full protection by dedication, but which are sensitive to many development activities;
 - 4.1.3 sites and areas which are suitable for planned tourist development.
- 4.2 include procedures for full public participation in land-use plan preparation especially:
 - 4.2.1 the location of future tourist development;
 - 4.2.2 the style and nature of future tourist development.
- 4.3 ensure, via State and Regional Conservation Strategies and planning instruments, the protection of natural ecosystems and features likely to be affected by tourism.
- 4.4 apply a moratorium on the alienation of any Crown Lands until a comprehensive assessment of the conservation significance has been completed and until any resulting land-use recommendations can be implemented.

- 4.5 enforce the recommendations of the State and Regional land-use plans, particularly where these relate to the reservations of specific areas.
- 4.6 co-operate with the Commonwealth Government in joint management of sites recognised as being of World Heritage status, or subject to other international agreements for the protection of the natural environment.
- 4.7 require the National Parks and Wildlife Service to write into their Plans of Management for National Parks and Nature Reserves, Tourism and Recreational Strategies, including;
 - 4.7.1 the optimal number of visitors, under what seasonal and climatic conditions, specific sections of the Park or Reserve can safely carry without compromising the conservation and environmental values of the areas;
 - 4.7.2 the interpretive and education facilities suitable for that Park or Reserve;
 - 4.7.3 the range of recreational and tourist opportunities and activities which the Park or Reserve is able to provide;
 - 4.7.4 the procedures and facilities which would be required to monitor and maintain the integrity of the natural environment on a sustained basis.
- 4.8 provide sufficient funds for the National Parks and Wildlife Service to carry out its duties.
- 4.9 legislate to ensure that tourist operators who profit from the use of public lands of environmental importance, contribute to the up-keep and restoration of those areas.
- 4.10 ensure that all tourism development is subject to the provisions of the Environmental Planning and Assessment Act, 1979:
 - 4.10.1 full public participation must be maintained in the process of considering any Development Applications for tourist development.
- 4.11 promote a secure and diverse tourism industry by preparing Regional Environmental Plans (REP) on Tourism:
 - 4.11.1 by identifying gaps in the services and opportunities offered by the existing tourism industry;
 - 4.11.2 by investigating methods by which private enterprise may be encouraged to fill these gaps;
 - 4.11.3 by undertaking year round tourist and resident attitude surveys.
- 4.12 provide education and information on the qualities of the natural environment to tourist operators so as to promote greater care and environmental sensitivity.
- 4.13 legislate for and enforce significant penalties for tourists, tourism operators, developers, construction companies, etc. who breach environmental protection laws.

The Local Government

- 5.0 Local Government has a major role to play in ensuring proper planning, site works and design for tourist development. They should also provide a channel through which members of the community can express their views on the acceptability location and style of proposed development.

Local Councils should:

- 5.1 employ Environment Officers, being persons trained in natural resource management to assist the Council, as part of their duties, in considering the environmental impact and general suitability of proposed development;
- 5.2 prepare Local Tourism and Recreational Strategies for their area which:
- 5.2.1 are compatible components of the Councils overall land-use planning instruments, (LEP's and DCP's);
 - 5.2.2 are based on local resident and tourist attitude surveys;
 - 5.2.3 ensure both public participation and environmental protection as consistent themes;
 - 5.2.4 identify possible tourism development sites, and which recommend zonings for inclusion in planning instruments;
 - 5.2.5 integrate new tourism developments into existing landscapes, infrastructure, communities and economies;
 - 5.2.6 are consistent with the requirements of State and Regional planning instruments.

Tourist Operators and Developers

- 6.0 Tourist Operators and Developers have an obligation to minimise their environmental impact to ensure that degradation of the assets they use does not occur, that existing residents use of these assets are not disadvantaged, and that tourist appreciation of those assets is heightened.

To this end, private enterprise must:

- 6.1 conduct full and proper environmental impact assessments of their proposals before the submission of Development Applications;
- 6.2 consult with the community and public interest groups from the earliest stages of development planning;
- 6.3 avoid duplicating existing facilities;
- 6.4 allow the natural features and processes of the location to influence the siting, design and style of the development proposal;
- 6.5 take into account aesthetic, social and cultural factors in the design of new tourism development and to avoid the importation of stereotypic architectural styles;
- 6.6 provide educational and interpretive facilities to assist visitors to appreciate the environmental assets and minimise their impact upon them;
- 6.7 . operate in an environmentally responsible way, especially through carefully controlled site-works at all stages of construction.

The Tourist

- 7.0 The active promotion of tourism through commercial advertising, obliges governments and private enterprise to provide the tourist with:
 - 7.0.1 a reasonable fore-knowledge of the place to be visited, including both attraction and hazards;
 - 7.0.2 a clean environment;
 - 7.0.3 where-ever possible, a diversity of nature based experiences;
 - 7.0.4 information on how to minimize her or his personal environmental impact.
- 7.1 The tourist has a right to expect these services and basic information in nations, states, regions, localities or sites to which they have been invited.
- 7.2 The tourist also has obligation. These are:
 - 7.2.1 to keep her or his personal environmental impact to a minimum;
 - 7.2.2 to respect the cultural, social values and privacy of residents;
 - 7.2.3 to abide by laws, regulations and guidelines which are imposed to minimize environmental impact.

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OFFICE OF THE
MINISTER FOR THE ARTS, SPORT, THE ENVIRONMENT,
TOURISM AND TERRITORIES

Mr J L O Tedder
Honorary Secretary
North Coast Environment Council
Pavans Road Grassy Head
via STUARTS POINT NSW 2441

30 SEP 1987.

Dear Mr Tedder

The Minister has asked me to thank you for your letter of 20 July 1987 expressing concern about the adverse impact tourism might have on the natural environment of the North Coast, and to respond on his behalf.

Mr Brown is conscious of the important link between tourism and the environment, and appreciates the concerns you have raised. The continued development of our tourism industry is closely allied to the management of our national heritage and there is certainly a need to ensure that the significance of this linkage is fully considered.

Mr Brown appreciates your interest in the Government's draft tourism policy. The policy statement is now in its final stage of drafting, but will not be available for broad distribution until it has been considered by the Government. However, you can be assured that it fully recognises the need for environmental protection and the former Arts, Heritage and Environment areas of this Department were fully consulted in the initial drafting stage.

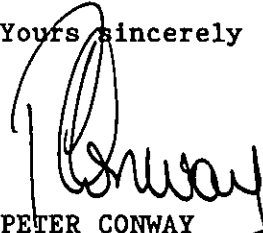
I might add that the policy statement will cover environmental aspects in a broad way and it is not intended that it deal with specific environmental issues in any depth. In this respect, if you have any specific views that you would like to convey to the Minister's Department concerning the tourism policy statement, you could contact Ms Florine Simon by phone on 062-639477.

In respect of the particular issues you raised, questions pertaining to environmental education, funding of local tourism promotion and the development of specific tourism infrastructure are primarily matters for the States. If you have not already done so, you may therefore wish to bring your organisation's views to the attention of the New South Wales Minister for Tourism, the Hon Michael Cleary, MP. I am advised, however, that most tourism management courses in Australia already address environmental issues.

With regard to your comments on foreign investment, it is the Government's policy to welcome and encourage foreign investment consistent with the needs and aspirations of the Australian community. It is acknowledged that foreign capital stimulates economic growth and employment and provides access to new technology, management skills and overseas markets. Foreign capital inflows do not, per se, lead to increased overseas debt. In the current economic climate of high interest rates and limited local capital, it is unlikely that Australia

could provide all the infrastructure needed to support current rates of tourism growth and accordingly, foreign investment, with its substantial income and employment multipliers, is encouraged.

Yours sincerely

A handwritten signature in black ink, appearing to read 'P. Conway', written over the typed name.

PETER CONWAY
SENIOR PRIVATE SECRETARY

T6a

4 Manns Avenue,

GREENWICH. NSW 2065

8th October, 1987.

Dear Jim,

As promised, I have read the North Coast Environmental Policy on Tourism and now feel, as Grahame Wells does, that para. 3.7 will go a long way to erode the very philosophy upon which the National Parks & Wildlife Act is based. I also studied the Act itself to come to this conclusion.

Bearing in mind the criteria on which a nature reserve is established and the prescribed purposes of a nature reserve, I do not consider the Service has the legal power to include strategies for tourism in a plan of management. Most of the correspondence PMC has with the Service about nature reserves relates to use of a reserve for a purpose other than one of the prescribed purposes. NPA is insistent that the integrity of nature reserves be preserved for their research and scientific value.

Of course, if the Act were to be amended the situation could be different.

A national park, on the other hand, is established to conserve its unique scenery and other physical and cultural features. The role of the Service is to manage it in order to protect and conserve these features. The Service is also required to provide for appropriate recreation, but recreation that is appropriate is also subject to considerable debate between NPA and the Service and the public at large for that matter. PMC argues that recreation is appropriate only if it does not conflict with the primary objective of conservation.

While the Act does not include the tourism potential of an area as a criterion for the establishment of a park, it has to be implied that "tourists" will be among visitors seeking recreation in a park. The Service is required in a plan of management to deal with management of recreation facilities but it does not have to distinguish between visitors and tourists, if there is a distinction, that is.

Again, if "tourism" has to receive particular mention an amendment to the Act could be required. And what are the possible consequences of this? The staff of the Service are experts in conservation but not tourism. If the word "tourism" is included in the National Parks & Wildlife Act I fear Minister for Tourism Cleary will demand an input into the plan of management. His wildest dreams could be realised.

The emphasis in the Act's philosophy could shift from that of conservation to recreation and people handling.

I am not ignoring the impact of increased visitation of national parks. The Service, I know, has grave concerns about increasing numbers and is facing enormous pressure from the tourist lobby. Never before has the Service been in such need of the strong

support of NPA and the conservation movement generally. If we are going to save national parks and nature reserves the safer procedure, in my view, is for NPA and the conservation movement to press through the established lobbying systems for protection and not open up the Act either by specific amendment or by stretching interpretation of existing provisions to include tourism as a purpose for these parks and reserves.

My concern is only with para. 3.7. If that paragraph were to be omitted I could support the policy wholeheartedly. The North Coast Environmental Centre should be congratulated upon its initiative.

Yours sincerely,

A handwritten signature in cursive script, reading "Joan Adams". The signature is written in dark ink and is positioned to the right of the typed name "Joan Adams".

P.S. The above views, I must stress, are mine. The issue will be included on the agenda at the November PMC meeting.

P O L I C Y O N T O U R I S M

Dec 87

Introduction

- 1.0 Tourism is an important component of the New South Wales economy. The primary reason for this is the quality and diversity of the State's natural environmental assets. There is a need for environmental protection and the maintenance of these natural assets for their own sake. The NCC is aware, however, that these assets are viewed by the tourism industry as the resources sought for a sustainable tourism industry.
- 1.1 The ad-hoc and unplanned approach to tourism, with the style and location of new development being determined almost entirely in the market place will continue to lead to the degradation of the natural environment.
- 1.2 Significant impact on the natural environment is occurring because:
 - 1.2.1 entrepreneurial tourism is cash selective in its allocation of economic value to natural environmental assets;
 - 1.2.2 there are natural environmental assets which are not being protected from exploitation for tourism purposes;
 - 1.2.3 the market does not measure the components which contribute to environmental quality;
 - 1.2.4 the market adopts a short-term view while environmental consequences are characteristically of a long-term nature.
- 1.3 A planned, co-operative approach involving all levels of government and the tourism industry, which gives due regard to conservation of our natural, scenic, historic and architectural heritage is seen to be the only rational basis for the development of a sustainable tourism industry.
- 1.4 In general new tourism developments should not be sited on lands in a substantially natural condition nor on wetlands nor on undeveloped coastlines, any skylines or escarpments. Instead, new tourism developments should be located on lands altered in the past and preferably within the boundaries of existing townships.

Non-recreation Areas

- 2.0 There are special areas such as Nature Reserves under category (i) of the IUCN definition which should be completely exempt from any form of recreational activity and associated amenities.

The Commonwealth Government

- 3.0 The Commonwealth Government has a key role and obligation to conserve sites recognised to be of national or international environmental significance.

The Commonwealth must, therefore, exert the powers vested in it by the Constitution to:

- 3.1 enter into joint management arrangements with State Governments for sites recognised to be of World Heritage status or subject to other international agreements for the protection of the environment e.g. Japan/Australia Migratory Birds Agreement;
- 3.2 take unilateral action to ensure the proper management of such sites where the States fail to accept responsibility for their protection;
- 3.3 use its external affairs powers to prevent the use of foreign capital for purposes which directly, or indirectly damage sites on the Register of the National Estate and other environmentally sensitive areas;
- 3.4 apply the Environment Protection (Impact of Proposals) Act and other appropriate Commonwealth legislation, to all tourism developments which require Commonwealth approvals or which involve Commonwealth funds;
- 3.5 allow tax rebates and other incentives for tourism operators who contribute financially to the up-keep and restoration of sites listed on the Register of the National Estate;
- 3.6 require the Australian Tourism Commission to promote, to the international tourism market, environmentally sensitive tourism operations.

The State Government

- 4.0 The State Government and its Statutory Authorities have a key role and obligation to ensure proper land-use planning controls including pollution control, and the reservation of sites of environmental importance.

The State Government must, therefore, use its powers to:

- 4.1 undertake state and regional land-use planning in order to determine, by using natural resource assessment techniques:
 - 4.1.1 sites and areas which should be preserved in National Parks, Nature Reserves and State Recreation Areas;
 - 4.1.2 sites and areas which do not require full protection by dedication, but which are sensitive to many development activities;
 - 4.1.3 sites and areas which are suitable for planned tourism development.
- 4.2 include procedures for full public participation in land-use plan preparation especially:
 - 4.2.1 the location of future tourism development;
 - 4.2.2 the style and nature of future tourism development.
- 4.3 ensure, via State and Regional Conservation Strategies and planning instruments, the protection of natural ecosystems and features likely to be affected by tourism;

- 4.4 apply a moratorium on the alienation of any Crown Lands until a comprehensive assessment of the conservation significance has been completed and until any resulting land-use recommendations can be implemented;
- 4.5 enforce the recommendations of the State and Regional land-use plans, particularly where these relate to the reservations of specific areas.
- 4.6 co-operate with the Commonwealth Government in joint management of sites recognised as being of World Heritage status, or subject to other international agreements for the protection of the natural environment.
- 4.7 require all government land managers of areas with natural values to write into their Plans for Management for reserved public lands, strategies for the control of tourism and recreation, including:
 - 4.7.1 the optimal number of visitors, under what seasonal and climatic conditions, specific sections of the Park or Reserve can safely carry without compromising the conservation and environmental values of the areas;
 - 4.7.2 the interpretive and education facilities suitable for that Park or Reserve;
 - 4.7.3 the range of recreational and tourism opportunities and activities which the Park or Reserve is able to provide;
 - 4.7.4 the procedures and facilities which would be required to monitor and maintain the integrity of the natural environment on a sustained basis.
 - 4.7.5 appropriate prohibitions on tourism and tourism developments within Nature Reserves.

any tourism-related activity shall be in accordance with the public recreation and education responsibilities of the National Parks and Wildlife Service and subject to the provisions of the National Parks and Wildlife Act. Thus, tourists who visit national parks should visit them on the same terms as visitors for whom the National Parks and Wildlife Service already caters, not as visitors of a special class or category.
- 4.8 provide sufficient funds for all NSW Government land managers to carry out their duties.
- 4.9 legislate to ensure that tourism operators who profit from the use of public lands of environmental importance, contribute to the up-keep and restoration of those areas.
- 4.10 ensure that all tourism development and activities are subject to the provisions of the Environmental Planning and Assessment Act, 1979:
 - 4.10.1 full public participation must be maintained in the process of considering any Development Applications for tourist development.
- 4.11 promote a secure and diverse tourism industry by preparing Regional Environmental Plans (REP) on Tourism:
 - 4.11.1 by identifying gaps in the services and opportunities offered by the existing tourism industry;

- 4.11.2 by investigating methods by which private enterprise may be encouraged to fill these gaps;
- 4.11.3 by undertaking year round tourist and resident attitude surveys.
- 4.12 provide education and information on the qualities of the natural environment to tourism operators so as to promote greater care and environmental sensitivity.
- 4.13 legislate for and enforce significant penalties for tourists, tourism operators, developers, construction companies, etc. who breach environmental protection laws.

The Local Government

- 5.0 Local Government has a major role to play in ensuring proper planning, site works and design for tourism development. They should also provide a channel through which members of the community can express their views on the acceptability, location and style of proposed development.

Local Councils should:

- 5.1 employ Environment Officers, being persons trained in natural resource management to assist the Council, as part of their duties, in considering the environmental impact and general suitability of proposed development;
- 5.2 prepare Local Tourism and Recreational Strategies for their area which:
 - 5.2.1 are compatible components of the Councils overall land-use planning instruments, (LEP's and DCP's);
 - 5.2.2 are based on local resident and tourist attitude surveys;
 - 5.2.3 ensure both public participation and environmental protection as consistent themes;
 - 5.2.4 identify possible tourism development sites, and which recommend zonings for inclusion in planning instruments;
 - 5.2.5 integrate new tourism developments into existing landscapes, infrastructure, communities and economies;
 - 5.2.6 are consistent with the requirements of State and Regional planning instruments.

Tourism Operators and Developers

- 6.0 Tourism Operators and Developers have an obligation to minimise their environmental impact to ensure that degradation of the assets they use does not occur, that existing residents use of these assets are not disadvantaged, and that tourist appreciation of those assets is heightened.

To this end, private enterprise must:

- 6.1 conduct full and proper environmental impact assessments of their proposals before the submission of Development Applications;
- 6.2 consult with the community and public interest groups from the earliest stages of development planning;

- 6.3 avoid duplicating existing facilities;
- 6.4 allow the natural features and processes of the location to influence the siting, design and style of the development proposal;
- 6.5 take into account aesthetic, social and cultural factors in the design of new tourism development and to avoid the importation of stereotypic architectural styles;
- 6.6 provide educational and interpretive facilities to assist visitors to appreciate the environmental assets and minimise their impact upon them;
- 6.7 operate in an environmentally responsible way, especially through carefully controlled site-works at all stages of construction.

The Tourist

- 7.0 For the purposes of this policy, NCC accepts the definition of a "tourist" as defined in the State Tourism Development Strategy, viz. "any person who makes a journey of more than 40km for any reason and is away from home for at least one night."
- 7.1 The active promotion of tourism through commercial advertising, obliges governments and private enterprise to provide the tourist with:
 - 7.1.1 a reasonable fore-knowledge of the place to be visited, including both attractions and hazards;
 - 7.1.2 a clean environment;
 - 7.1.3 where-ever possible, a diversity of nature based experiences;
 - 7.1.4 information on how to minimize her or his personal environmental impact.
- 7.2 The tourist has a right to expect these services and basic information in nations, states, regions, localities or sites to which they have been invited.
- 7.3 The tourist also has obligations. These are:
 - 7.3.1 to keep her or his personal environmental impact to a minimum;
 - 7.3.2 to respect the cultural, social values and privacy of residents;
 - 7.3.3 to abide by laws, regulations and guidelines which are imposed to minimize environmental impact.

§ § § § § § § § § §

T6a

8th March, 1988

Mr Tony Hall,
Public Relations Director,
Ansett Airlines,
Oxford Square,
Sydney.

Dear Mr Hall,

Travel Writers' Convention - Coffs Harbour, Oct. 1988

Our Council represents most of the conservation organisations on the North Coast and is very interested in tourism.

We offer you a speaker for this Convention.

Members of our Council have detailed knowledge of National Parks in the North Coast region and we could provide a speaker to enhance your program, not only for the adventure travel writers but all travel writers.

We could discuss New England, Cathedral Rocks, Oxley Wild Rivers, Dorrigo, Yuraygir, Hat Head National Parks and show how these can contribute to a total visitor experience.

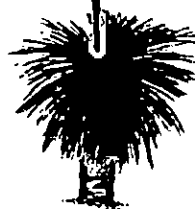
Yours faithfully,

James L.O. Tedder,
Hon. Sec.

T6a

NATURE CONSERVATION COUNCIL OF NSW

THE NATURE CONSERVATION COUNCIL OF NSW
176 CUMBERLAND STREET,
SYDNEY, NSW 2000.
PHONE: (02) 27 2228/27 4206. TELEX AA24041



Sec 87

The Nature Conservation Council of NSW represents environmental and conservation organisations with a combined membership of c. 140,000 people. The Council was formed in 1955 with the primary objective being to "promote the cause of conservation throughout the state of NSW."

The rapid expansion of the tourism industry has resulted in a variety of conflicts of interest regarding tourism development in natural areas. In conjunction with a number of other conservation organisations, Council has produced a policy on tourism development that will hopefully be of benefit to government and industry as well as the environment movement.

The policy was unanimously endorsed at the Nature Conservation Council's 1987 Annual Conference.

THE NORTH COAST ENVIRONMENT COUNCIL

DRAFT

TOURISM POLICY

PREPARED FOLLOWING THE

'TOURISM AND THE CONSERVATION MOVEMENT' CONFERENCE

YARRAHAPINNI ECOLOGY CENTRE, JULY 4-5 1987.

Introduction

- 1.0 Tourism is an important component of the New South Wales economy. The primary reason for this is the quality and diversity of the State's natural environmental assets. There is a need for environmental protection and the maintenance of these natural assets since they are the resources required for a sustainable tourist industry.
- 1.1 The ad-hoc and unplanned approach to tourism, with the style and location of new development being determined almost entirely in the market place will continue to lead to the degradation of the natural environment.
- 1.2 Significant impact on the natural environment is occurring because:
 - 1.2.1 entrepreneurial tourism is cash selective in its allocation of economic value to natural environmental assets;
 - 1.2.2 there are natural environmental assets which should be protected from exploitation for tourism purposes;
 - 1.2.3 the market cannot measure the components which contribute to environmental quality;
 - 1.2.4 the market adopts a short-term view while environmental consequences are characteristically of a long-term nature.
- 1.3 A planned, co-operative approach involving all levels of government and the tourism industry, which gives due regard to conservation of our natural, scenic, historic and architectural heritage is seen to be the only rational basis for the development of a sustainable tourism industry.

The Commonwealth Government

- 2.0 The Commonwealth Government has a key role and obligation to conserve sites recognised to be of national or international environmental significance.

The Commonwealth must, therefore, exert the powers vested in it by the Constitution to:

- 2.1 enter into joint management arrangements with State Governments for sites recognised to be of World Heritage status or subject to other international agreements for the protection of the environment e.g. J.A.M.B.A.;
- 2.2 take unilateral action to ensure the proper management of such sites where the States fail to accept responsibility for their protection;
- 2.3 use its foreign affairs powers to prevent the use of foreign capital for purposes which directly, or indirectly, damage sites on the Register of the National Estate;
- 2.4 apply the Environmental Protection (Impact of Proposals) Act and other appropriate Commonwealth legislation to all tourism developments which require Commonwealth approvals or which involve Commonwealth funds;
- 2.5 allow tax rebates and other incentives for tourist operators who contribute financially to the up-keep and restoration of sites listed on the Register of the National Estate.
- 2.6 require the Australian Tourism Commission to promote, to the international tourism market, environmentally sensitive tourist operations.

The State Government

- 3.0 The State Government and its Statutory Authorities have a key role and obligation to ensure proper land-use planning, controls on pollution, and the reservation of sites of environmental importance.

The State Government must, therefore, use its powers to:

- 3.1 undertake state and regional land-use planning in order to determine; by using natural resource assessment techniques:
- 3.1.1 sites and areas which should be preserved in National Parks, Nature Reserves and State Recreation Areas;
 - 3.1.2 sites and areas which do not require full protection by dedication, but which are sensitive to many development activities;
 - 3.1.3 sites and areas which are suitable for planned tourist development.
- 3.2 include procedures for full public participation in land-use plan preparation, especially;
- 3.2.1 the location of future tourist development, having regard for 'Site Identification Criteria' - N.C.E.C. (1987);
 - 3.2.2 the style and nature of future tourist development, having regard for 'Design Criteria' - N.C.E.C. (1987);
- 3.3 ensure, via State and Regional Conservation Strategies and planning instruments, the protection of natural ecosystems and features likely to be affected by tourism, such as:
- 3.3.1 Rainforests - remnant, littoral, or World Heritage;
 - 3.3.2 Wetlands - inland, coastal and estuarine;
 - 3.3.3 Coastal zone features - headlands, beaches, dunes, estuaries, rock platforms, cliffs, and islands;
- 3.4 apply a moratorium on the alienation of any Crown Lands until a comprehensive assessment of the conservation significance has been completed and until any resulting land-use recommendations can be implemented.
- 3.5 enforce the recommendations of the State and Regional land-use plans, particularly where these relate to the reservation of specific areas.
- 3.6 co-operate with the Commonwealth Government in joint management of sites recognised as being of World Heritage status, or subject to other international agreements for the protection of the natural environment.

- 3.7 require the National Parks and Wildlife Service to write into their Plans of Management for National Parks and Nature Reserves, Tourism and Recreational Strategies, including:
 - 3.7.1 the optimal number of visitors, under what seasonal and climatic conditions, specific sections of the Park or Reserve can safely accomodate;
 - 3.7.2 the intrepreative materials and education materials suitable for that Park or Reserve;
 - 3.7.3 the range of recreational and tourist oportunities and activities which the Park or Reserve is able to provide;
 - 3.7.4 the procedures and facilities which would be required to monitor and maintain the integrity of the natural environment on a sustained basis.
- 3.8 provide sufficent funds for the National Parks and Wildlife Service to carry out its' duties.
- 3.9 legislate to ensure that tourist operators who profit from the use of public lands of environmental importance, contribute to the up-keep and restoration of those areas.
- 3.10 ensure that all tourist development is subject to the provisions of the Environmental Planning and Assesment Act, 1979:
 - 3.10.1 Full public participation must be maintained in the process of considering any Development Applications for tourist development;
 - 3.10.2 Regard should be had for the 'Factors in Environmental Assesment' - N.C.E.C. (1987), for all major tourist developments
- 3.11 promote a secure and diverse tourism industry by preparing a Regional Environmental Plan (R.E.P.) on Tourism;
 - 3.11.1 including a study of tourism and recreational opportunities on the North Coast of N.S.W.
 - 3.11.2 by identifying gaps in the services and oportunites offered by the existing tourism industry;
 - 3.11.3 by investigating methods by which private enterprise may be encouraged to fill these gaps;
 - 3.11.4 by undertaking year round tourist and resident attitude surveys;

- 3.12 provide education and information on the qualities of the natural environment to tourist operators so as to promote greater care and environmental sensitivity;
- 3.13 legislate for and enforce significant penalties for tourist operators, developers, construction companies, etc who breach environmental protection laws.

The Local Government

- 4.0 Local Government has a major role to play in ensuring proper planning, site works and design for tourist development. They should also provide a channel through which members of the community can express their views on the acceptability location and style of proposed development.

Local Councils should:

- 4.1 employ Environment Officers, being persons trained in natural resource management to assist the Council, as part of their duties, in considering the environmental impact and general suitability of proposed development;
- 4.2 prepare Local Tourism and Recreational Strategies for their area which:
 - 4.2.1 are compatible components of the Councils overall land-use planning instruments, (L.E.P.'s and D.C.P.'s);
 - 4.2.2 are based on local resident and tourist attitude surveys;
 - 4.2.3 ensure both public participation and environmental protection as consistent themes;
 - 4.2.4 identify possible tourist development sites, and which recommend zonings for inclusion in planning instruments;
 - 4.2.5 integrate new tourist developments into existing landscapes, infrastructure, communities and economies;
 - 4.2.6 are consistent with the requirements of State and Regional planning instruments;

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- 5.0 Tourist Operators and Developers have an obligation to minimise their environmental impact to ensure that degradation of the assets they use does not occur, that existing residents use of these assets are not disadvantaged, and that tourist appreciation of those assets is heightened.

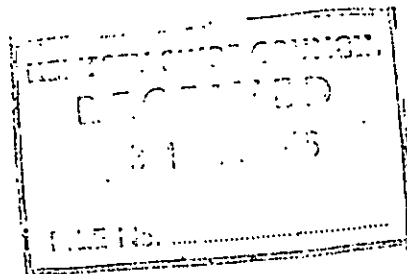
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- 5.2 consult with the community and public interest groups from the earliest stages of development planning;
- 5.3 avoid duplicating existing facilities;
- 5.4 allow the natural features and processes of the location to influence the siting, design and style of the development proposal;
- 5.5 take into account aesthetic, social and cultural factors in the design of new tourist development and to avoid the importation of stereotypic architectural styles;
- 5.6 provide educational and interpretive facilities to assist visitors to appreciate the environmental assets and minimise their impact upon them;
- 5.7 operate in an environmentally responsible way, especially through carefully controlled site-works at all stages of construction;

The Tourist

- 6.0 The active promotion of tourism through commercial advertising, obliges governments and private enterprise to provide the tourist with:
 - 6.0.1 a reasonable fore-knowledge of the place to be visited, including both attractions and hazards;
 - 6.0.2 a clean environment;
 - 6.0.3 where-ever possible, a diversity of nature based experiences,
 - 6.0.4 information on how to minimize her or his personal environmental impact;
- 6.1 The tourist has a right to expect these services and basic information in nations, states, regions, localities or sites to which they have been invited.
- 6.2 The tourist also has obligations. These are:
 - 6.2.1 to keep her or his personal environmental impact to a minimum;
 - 6.2.2 to respect the cultural, social values and privacy of residents;
 - 6.2.3 to abide by laws, regulations and guidelines which are imposed to minimize environmental impact;

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TOURISM COMMISSION OF NEW SOUTH WALES

PLANNING & DEVELOPMENT SECTION

INFORMATION PAPER

JUNE, 1986.

TOURISM COMMISSION OF NEW SOUTH WALES.

1. ROLE & RESPONSIBILITY OF THE TOURISM COMMISSION.

The Tourism Commission was established in February 1985 as a commercially oriented organisation responsible for co-ordinating the tourism industry in New South Wales.

The aims and objectives of the Tourism Commission, as specified in the Tourism Commission Act, 1984, are :

- * To achieve economic and social benefits for the people of New South Wales through the development of tourism.
- * To promote travel to and within New South Wales.
- * To co-ordinate the development of ventures relating to tourism.

In relation to co-ordinating tourism development, the Minister for Tourism, the Hon. M.A. Cleary, M.P. has announced :

"The Tourism Commission of New South Wales will be playing an increased role in the planning of land use in this State."

"While overall responsibility for statutory planning rests with the Minister for Planning and Environment, my colleague, Mr. Bob Carr, has no objection to the Tourism Commission playing a bigger role by developing a forward planning policy."

"This will involve identifying and grading areas of the State according to their potential for tourist development."

"The goal is to provide Government authorities and private investors with a reliable guide to the right type of developments for each area."

"In addition, the forward planning work should bring the Commission closer to both local authorities and private investors, making it easier for the investor to obtain approvals from consent authorities."

(Pacific Area Tourism Association Conference, Sydney, 18th March, 1986).

2. PLANNING & DEVELOPMENT SECTION.

2.1 Role.

In March 1986, the Planning and Development Section was established to undertake the planning, development and investment functions of the Commission. A Development Planning Unit and an Investment Advisory Unit have been established within the Section. The main functions of these units are :

(i) Development Planning.

- Identify and grade areas of tourism potential on a state wide basis.
- Prepare Tourism Development Plans (TDP's) that highlight the need for particular development forms in particular locations.
- Statutory Planning.
- Liaise with Government Authorities and Private Sector groups to facilitate tourism development.

(ii) Investment Advisory Group.

- To identify opportunities and actively encourage investment in new tourism developments in New South Wales.
- Prepare feasibility studies and investment prospectuses.
- Liaise with prospective investors and operators.

The Section is also responsible for administering the Tourism Development Fund and Steel Industries Assistance Programme.

2.2 Objectives and Principles.

2.2.1 Planning.

(i) Objectives.

- (a). Discharge our Duty under the Environmental Planning and Assessment Act - We have a responsibility to peruse and comment on planning instruments prepared by Local Councils and the Department of Environment and Planning. Often these are prepared without regard for the needs of the tourism industry and therefore require detailed responses.
- (b) Promote Development Generally. - Our primary task is the identification of land suitable for tourism development and in particular the identification of specific sites for development. However, the development approval process is controlled by the Department of Environment and Planning and Local Councils administering the Environmental Planning and Assessment Act.

The Commission has no statutory power to assist in obtaining development approvals where re-zoning of the land is involved - (this is the case with most of the Crown land sites we propose to develop.)

To overcome planning restrictions on development it is necessary, in the first instance, to present the relevant authorities with detailed and persuasive arguments. It is considered that preparing Tourism Development Plans (TDP) to co-ordinate the development of tourism on a region by region basis is the best means of achieving this. This planning process will provide the broadest possible support for our objectives..

At the same time the TDP's will provide Government authorities and private investors with a reliable guide to the right type of development for each area. Hopefully, it will also encourage Government funds for infrastructure etc. to be channelled into key areas.

- (c) Specific Projects - Within the framework of any Tourism Development Plan the Commission puts forward, specific development proposals can be prepared for particular sites. Site-specific environmental studies and re-zoning applications will be required once we commence this exercise.

It is unlikely that the private sector will be interested in proposals unless re-zoning approval has been obtained. Specific projects will have to be selected carefully.

(ii) Basic Principles.

The following principles form the basis of the Commission's Tourism Development Plans and its responses to Statutory planning instruments. These principles were endorsed by the Commission's Administration Committee on 14th May, 1986:

1. In the area of land-use planning, there is a need to introduce a greater measure of commercial reality into the whole process of designating and controlling land, whether private or public for tourism purposes and other competing uses.
2. To promote tourism development, planning controls must be more than permissive ideally they should provide some real incentives for tourism enterprises to come into existence.
3. Land that is made available for tourism development should be the best possible land, i.e. provide the optimal site in financial and economic terms.
4. There should be marked oversupply of land set aside for tourism development. This enables free market forces to come into play when entrepreneurs/developers are acquiring sites. A wide range of choice helps avoid unnecessary escalation in land value and allows purchasers to by-pass owners unwilling to sell.
5. Tourism development that relies heavily on any natural attraction should be constructed in a manner and form that maximises the inter-face between the natural attraction and the resultant human experience.

The broader impact of these planning objectives which emphasise economic factors, rather than conventional environmental factors, should be noted - they tend to fly in the face of many widely accepted planning conventions.

2.2.2 Development Work.

(i) Objectives.

- (a) Discharge our General Duty under the Tourism Commission Act - We have a responsibility to assist developers seeking our advice on development matters.

Whereas our "planning work" deals mainly with real estate our "development work" as such encompasses both real estate and non-real estate based business ventures - it deals with tourism operations of all kinds.

We are approached by entrepreneurs with development proposals in various stages of formulation. Where a particular proposal is compatible with our forward planning or our knowledge of the marketplace and the project is considered important to the tourism industry, we will assist proponents by recommending consultants as required, and introducing other parties to the venture where possible.

- (b) Promote Development Generally - Our principle task is the identification of investment opportunities, highlighting those of strategic importance (in a State-wide context) and encouraging developers to pursue these opportunities.

To facilitate development it is necessary to build up a broad network of contacts with potential investors, financiers, operators, developers, contractors, etc. This is a process that will take some time and perhaps will only be realistically achieved once the Commission has a track record in promoting tourism development.

In the short term it is our goal to make it known in the finance and construction sectors that it is our business to act in a catalytic role in so far as tourism development is concerned.

- (c) Specific Projects - We are looking for the opportunity to be profitably involved in specific projects. This may involve acquiring development sites and on-selling after development approvals are obtained, or it may take the form of equity involvement in construction projects, and perhaps even on-going business ventures.

Get DA

Content under

False pretension

In some instances we may recommend that the Commission take a minority (e.g. 1%) interest in projects so that Development Applications can be lodged in the name of the Commission. In other cases the subscription of public funds (e.g. by company share float or unit trusts) may proceed with the imprimatur of the Commission.

(ii) Basic Principles.

Guidelines for our work in the area of responsibility have not been settled at this stage - this is a new area of endeavour for the Commission. However, in allocating our

time we have proceeded on the basis that priority should be given to encouraging :-

- pioneer projects of State or Regional significance;
- projects catering for areas of marked demand where there is a clear under supply of existing product;
- projects not catering for established demand but having the potential to create supply-led demand;
- ventures involving proven operators.

2.2.3 Tourism Development Fund.

It is the objective of the Section to administer the Tourism Development Fund. This involves :

- (i) Handling inquiries for assistance.
- (ii) Maintaining a register of Ministerial approvals
- (iii) Administering payments
- (iv) Keeping account records

2.2.4 Steel Industries Assistance Programme.

It is the objective of the S.I.A.P. unit to administer the joint State/Commonwealth Steel Industrial Assistance Programme. This involves :

- (i) Project assessment
- (ii) Project management
- (iii) Chairing the Hunter and Illawarra Advisory Management Committees
- (iv) Liaising with other Government departments

2.3 Strategies.

2.3.1 Planning Strategies.

Strategy 1. Preparation of Tourism Development Plans (TDP's)

To co-ordinate tourism development in New South Wales the Tourism Commission is preparing a series of integrated development plans to be known in short-form as TDP's. These plans will vary in complexity and detail as follows :-

Strategic Tourism Plans (STP)

Strategic Tourism Plans are directed towards providing guidelines for co-ordinating public sector policy on a Regional basis. The STP's will identify areas suitable for tourism development and suggest broad strategies to promote growth.

Growth Area Plans (GAP)

Next in order of detail are Growth Area Plans. Within any Region GAP's will be prepared for areas identified as having a high potential for tourism development. These Plans will address area-wide planning issues such as the adequacy of existing infrastructure, the effect of statutory development controls, the scope for future investment, perceived market trends, etc.

The GAP's are intended to assist Local Authorities and Councils to encourage and co-ordinate tourism development within the growth area. These plans will identify development forms considered suitable for particular localities.

Local Tourism Plans (LTP)

Local Tourism Plans provide more detailed analysis of a development locality such as a town, village or tourist focal point. LTP's will contain recommendations and management proposals specific to a range of sites within a study area. These plans should also include appropriate design criteria and development guidelines for desirable forms of development.

Site Management Plans (SMP)

Site Management Plans embody site specific recommendations incorporating site appraisals, design and construction concepts and plans.

1/10 perspective of control over the land by National Parks, Crown etc
These Tourism Development Plans are being prepared in conjunction with relevant authorities and Local Councils.

Strategy 2. Preparation of Model Provisions and Guidelines.

The Strategic Tourism Plan is envisaged to provide model planning provisions and guidelines that Councils may incorporate into their statutory planning instruments. These provisions will :

- * take into account the financial constraints under which the tourism industry operates, and incorporate measures to reduce risk:
- * incorporate appropriate incentives for tourism development (e.g. floor space ratio bonuses); and
- * encourage particular development forms in particular locations on a co-ordinated Regional basis.

Strategy 3. Increased Involvement of the Tourism Commission.

Notification of New Local Environmental Plans :

The Commission will be seeking notification of any draft Local Environmental Plan (LEP) concerning tourism development or affecting land designated by the Commission as a priority area for tourism development, with a view to participation where necessary.

The rationale for involvement in the formal planning process is both negative and positive. On the one hand the Commission wishes to prevent the alienation of prime tourism development areas and discourage inappropriate tourism and non-tourism development. On the other hand, we wish to facilitate tourism development when possible.

Examples of possible involvement by the Tourism Commission in the preparation of Local Environmental Plans include :

...../7
1/11 but here is no such a animal as "inappropriate tourism development."

- * to ensure that tourism development takes place it may be necessary to suggest that a tourism component be incorporated in otherwise non-tourism development proposals. Conversely, it may be necessary to permit non-tourism development to proceed in conjunction with tourism development in order to help-capitalise the establishment costs of the latter.
- * in some cases it is likely that the Commission will take the view that a particular form of tourism development is better suited to one area than another.
- * To reduce the need for site specific rezonings, and the delay associated with this, it is conceivable that the Commission may request that Councils incorporate provisions in their LEP's which permit tourism development in areas broadly-zoned for other purposes. Such developments would be with the concurrence of both the Commission and the Council concerned.

Strategy 4. Specific Projects.

Within the Planning Framework the Commission will prepare specific proposals for the development of particular sites. Environmental studies and development applications will be initiated, and interested investors and operators sought.

Strategy 5. Increased Awareness.

It is envisaged that the Tourism Commission's Tourism Development Plans will be made widely known to relevant authorities, organisations and the public. Discussion will be promoted with investors and developers to encourage them to capitalise on investment opportunities.

2.3.2 Development and Investment Strategies.

(i) Finance for Tourism Development.

The Section is seeking ways to realistically increase financial investment in tourism through both equity funding and credit facilities.

Observations.

- (a) Use of Government sourced funding is limited. It should be reserved for key ventures involving proven operators.
- (b) Building and construction finance in the private sector is generally not suitable for funding tourism development because it is geared to short term returns i.e. the period required to build and construct - 2 years. Longer term commitment of 5 - 10 years is required.

Possible sources of longer-term (5 - 10)year) funding include:

- * Investment Institutions
- * Middle sized businesses
- * Banks
- * New Company floats; property trusts etc.

- (c) Lending organisations need to be informed of the borrowing requirements of the tourism industry.
- (d) Stock Brokers and company promoters should be advised of the potential for new tourism companies and unit trusts.

Strategy 1.

Canvass the Investment Institutions and Banks to seek expressions of interest in investing in tourism projects.

Strategy 2.

Compile a register of contacts including developers, builders, operators and investors. This register is to be used to make introductions between potential project participants. We will strongly be recommending contacts with proven track records.

Strategy 3.

Encourage public share subscriptions for tourism projects.

- (ii) Investment and Development Advice.

Observations.

- (a) Our highest priority must be to assist existing (i.e. proven) tourism operators to expand their present operations where possible - both in scale and range (horizontal and vertical integration).

Most operators :-

- * lack development skills;
 - * are too busy running their affairs to acquaint themselves with some of the real possibilities for expansion;
 - * benefit from assistance and direction.
- (b) In allocating our resources, projects most worthy of support are those that cater for overseas visitors and/or are of State or Regional significance.
 - (c) There is little point in promoting real estate development per se - we must concentrate on the establishment of new business operations. Developers should be advised to pair-up with experienced operators, or contract with an end-user at the outset.
 - (d) Investors are generally unaware of the capital gains and other tax benefits of tourism investment.

Strategy 1.

Make it known through-out the industry that the Commission will assist experienced operators by :

- commenting on proposals, and providing advice generally;
- helping locate opportunities for expanding business operations,
including finding suitable development sites, potential investors etc.

Strategy 2.

Organise seminars to discuss the merits of tourism investments;
write to Chartered Accountants, Investment Consultants, Merchant
Bankers etc. to inform them of opportunities.

J. Burrell.

Planning and Development Manager.

17/6/86.

A CONSERVATION PERSPECTIVE ON NATIONAL PARKS AND TOURISM

Mr JOHN CORKILL, Vice-President
of the North Coast Environment Council.

A PAPER FOR THE N.S.W. NATIONAL PARKS AND WILDLIFE SERVICE SEMINAR
"NATIONAL PARKS AND TOURISM" HELD AT KURING-GAI C.A.E. 5TH MAY, '88

ABSTRACT

The paper introduces definitions of terms, 'tourist' and 'tourism'; acknowledges the historic support for tourism by the conservation movement; discusses current and future planning for tourism in National Parks; identifies concerns and possibilities for tourism accommodation; canvasses tourism and wilderness issues; recommends environmental education for the tourism industry and the individual tourist and discusses the issue of resources for the N.S.W. N.P.W.S.

DEFINITIONS TO WORK WITH

IN ORDER TO BE ABLE TO SPEAK ABOUT 'TOURISM' WE NEED TO DEFINE WHAT 'TOURISM' AND 'TOURISTS' ARE.

SO FOR THE PURPOSES OF THIS PAPER WE SHALL DEFINE
TOURISM AS:

"the sum of the phenomena and relationships arising from the interaction of tourists, business suppliers, host government and host community in the process of attracting and hosting these tourists and other visitors." (McIntosh et al 1986)

AND A TOURIST AS

"any person who makes a journey of more than 40 kms for any reason and is away from home for a least one night".
(As defined in the N.S.W. State Tourism Development Strategy, 1987.)

FROM THESE DEFINITIONS IT CAN BE EASILY SEEN THAT A VAST PERCENTAGE OF THE USERS OF NATIONAL PARKS ARE TOURISTS.

ONLY THOSE LOCAL USERS OF NATIONAL PARKS WHO LIVE SO CLOSE THAT THERE IS NO NEED FOR STAYING AWAY FROM THEIR HOME WOULD SEEM TO ESCAPE THIS DEFINITION.

THESE LOCALS MIGHT BEST BE CALLED VISITORS.

INTRODUCTION

HISTORICALLY, THE ENVIRONMENTAL AND CONSERVATION MOVEMENT IN N.S.W. HAS ADVOCATED TOURISM AS A PREFERRED LAND USE IN SEVERAL IMPORTANT CONSERVATION DEBATES: TERANIA CREEK AND THE N.S.W. RAINFORESTS DISPUTE, THE FRANKLIN AND SOUTH-WEST FORESTS, AND IN THE CASE OF THE DAINTREE AND THE WET TROPICAL FORESTS.

WE DON'T RETREAT FROM THAT EMPHASIS OR FROM THE ANALYSIS THAT TOURISM HAS THE POTENTIAL TO OFFER A SUSTAINABLE CONTRIBUTION TO LOCAL ECONOMIES WHICH IS FAR SUPERIOR TO THE CONTRIBUTION MADE BY THE LOGGING OF ENVIRONMENTALLY SENSITIVE, UNIQUE OR RARE AND ENDANGERED NATIVE FORESTS.

IF THERE IS A CONCERN IN THE CONSERVATION AND ENVIRONMENT MOVEMENT HOWEVER IT IS THAT:

- * THE TOURISM SHOULD BE PROPERLY PLANNED TO ENSURE THAT IT OPERATES WITHIN NATURAL LIMITS, AND

- * TOURISM DOES NOT POSE A THREAT TO THE LONGTERM INTERGRITY OF THE NATURAL ENVIRONMENT.

THE CONCERN OF THE ENVIRONMENT AND CONSERVATION MOVEMENT, FACED WITH THE TOPIC: "NATIONAL PARKS AND TOURISM", REFLECTS THE DIFFICULT TASK FACED BY THE N.S.W. NATIONAL PARKS AND WILDLIFE SERVICE IN MAINTAINING ITS PRIMARY CONSERVATION ROLE WHILE MEETING GROWING DEMANDS FOR TOURIST ACCESS.

PLANNING FOR TOURISM

THERE HAVE BEEN SEVERAL ATTEMPTS TO PLAN FOR TOURISM , NOTABLY THE RECENT NORTH COAST TOURISM DEVELOPMENT STRATEGY (N.C.T.D.S.) PREPARED UNDER THE PREVIOUS LABOR GOVERNMENT.

THIS ATTEMPT HAS BEEN MET WITH SOME SERIOUS EQUIVOCATION BY CONSERVATION GROUPS SINCE THERE WAS AN OBVIOUS INTENT TO TARGET NATURAL AREAS FOR DEVELOPMENT, INEVITABLY PRECIPITATING ENVIRONMENTAL DEGRADATION.

WHILE THE N.C.T.D.S. HAS FOCUSSED LARGELY ON THE COASTAL STRIP, IT HAS ACKNOWLEDGED THE TOURIST VALUES OF NATURAL AREAS, PARTICULARLY WORLD HERITAGE RAINFORESTS. WHAT IS DISTURBING HOWEVER IS THE SURREPTIOUS WAY THE STRATEGY LEAVES THE DOOR OPEN FOR DEVELOPMENT "IN OR ADJACENT TO SOME OF THESE PARKS , RESERVES OR FORESTS". (N.C.T.D.S. , 1987;page 25)

THE N.S.W. NATIONAL PARKS AND WILDLIFE SERVICE APPEARS TO HAVE YET TO FIRMLY GRAPPLE WITH THE ISSUE OF TOURISM, BUT MUST DEVISE A SATISFACTORY RESPONSE TO THESE NONE TOO SUBTLE PRESSURES. PERHAPS THIS SEMINAR IS AN INDICATION OF THINGS TO COME.

IN CONSTRUCTING THAT RESPONSE, THE FIRST QUESTION WHICH MUST BE ANSWERED IS:

- * IS IT AGREED THAT THE MAINTENANCE OF THE INTEGRITY OF THE NATURAL RESOURCE IS THE PRIME RESPONSIBILITY OF THE SERVICE TO WHICH ALL OTHER OBJECTIVES, INCLUDING TOURISM USES, MUST BE SUBSERVIENT?

ONCE PRIMACY OF THIS OBJECTIVE IS ESTABLISHED THEN THE ESSENTIAL TONE AND DIRECTION OF A POLICY ON 'NATIONAL PARKS AND TOURISM' OUGHT TO FOLLOW.

STRATEGIES AND: POLICIES TO HANDLE VISITATION BY LARGE GROUPS OF TOURISTS SHOULD FEATURE IN ANY FORTHCOMING DRAFT PLANS OF MANAGEMENT SINCE IT IS THE 'BULK TRAFFIC' METHOD i.e. PACKAGE TOURS AND GROUP BOOKINGS, WHICH IS BEING PROMOTED AND ENCOURAGED BY THE TOURISM COMMISSION.

TO DATE, A LARGE NUMBER OF DEVELOPMENT WORKS WHICH WILL FACILITATE VISITOR/TOURIST USE HAS BEEN CONSTRUCTED BY THE SERVICE ON AN AD-HOC BASIS. THERE HAS BEEN LITTLE OR NO PUBLIC PARTICIPATION IN THESE DEVELOPMENTS OR THE DETERMINATION OF LONG-TERM TOURIST USES OF THE PUBLICLY RESERVED NATIONAL PARKS.

IT IS THE VIEW OF THE CONSERVATION AND ENVIRONMENT MOVEMENT THAT THIS SITUATION MUST CEASE, THAT THERE MUST BE A PUBLICLY ACCOUNTABLE SYSTEM OF PARK MANAGEMENT, AND THAT TOURIST USES OF THE PARKS MUST BE FULLY AND RATIONALLY PLANNED.

THE SERVICE MUST ACKNOWLEDGE THAT IT IS BOUND BY THE ENVIRONMENTAL PLANNING AND ASSESSMENT ACT, 1979 AND SHOULD COMPLY FULLY WITH THE REQUIREMENT THAT ENVIRONMENTAL IMPACT STATEMENTS ARE REQUIRED UNDER PART IV FOR ANY WORKS THAT WOULD SIGNIFICANTLY AFFECT THE ENVIRONMENT.

FURTHER, WHERE THERE IS NO NEED TO COMPLETE A FORMAL E.I.S. BECAUSE OF THE LEVEL OF IMPACT, THE SERVICE SHOULD ENSURE AT ALL TIMES THAT THE SERVICES' INTERNAL PROCEDURES OF COMPLETING ENVIRONMENTAL ASSESSMENTS AND REVIEWS OF ENVIRONMENTAL FACTORS, BEFORE COMMENCING WORK ON ANY PROJECT. THIS HAS BEEN SERVICE POLICY FOR A NUMBER OF YEARS BUT UNFORTUNATELY IS NOT BEING DONE CONSISTENTLY.

SO FAR THE N.P.W.S. CONTRIBUTION TO THE DEBATE ABOUT THE FUTURE DIRECTION OF NORTH COAST TOURISM WAS THE INTRODUCTION OF THE RECREATIONAL OPPORTUNITY SPECTRUM MODEL AT THE NORTH COAST ENVIRONMENT COUNCILS' CONFERENCE IN JULY LAST YEAR.

NOT SO UNFORTUNATELY, THERE APPEARS TO HAVE BEEN LITTLE ACKNOWLEDGEMENT OF THIS APPROACH AS REFLECTED IN THE SERVICE'S PLANNING OR MANAGEMENT IN THE LAST YEAR.

WHILE CONSERVATIONISTS CAN RECOGNISE THAT THERE IS A SPECTRUM OF RECREATIONAL OPPORTUNITIES WHICH THE PUBLIC MAY SEEK TO ENJOY, THE MOVEMENT DOES NOT ACCEPT THAT THE WHOLE OF THIS SPECTRUM CAN OR SHOULD BE INCORPORATED INTO EXISTING OR FUTURE PUBLIC LANDS RESERVED UNDER THE NATIONAL PARKS AND WILDLIFE ACT.

NUMEROUS RECREATIONAL PURSUITS, USUALLY INVOLVING HIGHLY POWERED VEHICLES, SUCH AS WATER SKI-ING, TRAIL BIKE RIDING AND FOUR WHEEL DRIVING, HAVE NO PLACE WITHIN RESERVES CREATED FOR THE PURPOSE OF PROTECTING THE NATURAL FEATURES OR THE ENVIRONMENT.

THE R.O.S. MODEL MAY HAVE SOME MERIT, IN EXPLICITLY STATING THE FACTORS THAT DEFINE RECREATION/ TOURISM OPPORTUNITIES.

HOWEVER, IT'S OUR CONCERN THAT THE SERVICE DOES NOT BECOME TOTALLY ENAMoured OF THE APPLICATION OF THIS MANAGEMENT METHODOLOGY AND FORGET THAT THE N.P.W.S. HAS A ROLE FAR MORE IMPORTANT THAN THE PROVISION OF RECREATION/TOURISM OPPORTUNITIES i.e. THE CONSERVATION AND PROTECTION OF PRECIOUS NATURAL RESOURCES FROM THE WANDERING TOURIST!

TO DATE, THE SERVICE HAS INCLUDED ONLY THE MOST GENERAL AND INCONSEQUENTIAL CLAUSES ON PROTECTING NATURAL AREAS FROM DAMAGE FROM TOURISTS. REITERATING THAT MONITORING OF THE ENVIRONMENTAL IMPACT OF TOURSITS WOULD TAKE PLACE.

THIS STATEMENT ON ITS OWN IS NOT SATISFACTORY. WE WISH TO SEE EXPLICITLY STATED IN PLANS OF MANAGEMENT THE FOLLOWING:

"

- * THE OPTIMAL NUMBER OF VISITORS, UNDER SPECIFIED SEASONAL AND CLIMATIC CONDITIONS, THAT SPECIFIC SECTIONS OF THE PARK OR RESERVE CAN SAFELY CARRY WITHOUT COMPROMISING THE CONSERVATION AND ENVIRONMENTAL VALUES OF THE AREAS;

- * THE RANGE OF RECREATIONAL AND TOURIST OPPORTUNITIES AND ACTIVITIES WHICH THE PARK OR RESERVE IS ABLE TO PROVIDE;

- * THE INTERPRETIVE MATERIALS AND EDUCATION MATERIALS SUITABLE FOR THAT PARK OR RESERVE;

- * THE PROCEDURES AND FACILITIES WHICH WOULD BE REQUIRED TO MONITOR AND MAINTAIN THE INTEGRITY OF THE NATURAL ENVIRONMENT ON A SUSTAINED BASIS;

- * APPROPRIATE PROHIBITIONS ON TOURISM AND TOURISM DEVELOPMENT WITHIN NATURE RESERVES;

- * THAT ANY TOURISM RELATED ACTIVITY SHALL BE IN ACCORDANCE WITH THE PUBLIC RECREATION AND EDUCATION RESPONSIBILITIES OF THE N.S.W. N.P.W.S. AND SUBJECT TO THE N.P. and W. ACT."

(from the Nature Conservation Council's Policy on Tourism, see s.4.7)

FURTHER, FOR A NUMBER OF REASONS. e.g. IN ORDER TO PROVIDE A REFUGE HABITAT FOR NATIVE WILDLIFE, OR AS REFERENCE AREAS FOR DISTURBED LANDS, WE BELIEVE THAT THE SERVICE MUST WRITE INTO PLANS OF MANAGEMENT SUFFICIENTLY STRONGLY WORDED CLAUSES TO ENSURE THAT SOME AREAS REMAIN "COMPLETELY EXEMPT FROM ANY FORM OF RECREATIONAL ACTIVITY AND ASSOCIATED AMENITIES".

IN PARTICULAR, THE CONSERVATION AND ENVIRONMENT MOVEMENT REMAINS ADAMANTLY OPPOSED TO TOURISM ACTIVITIES AND OR INFRASTRUCTURE BEING INSTALLED IN NATURE RESERVES.

TOURIST ACCOMMODATION

ACCOMMODATION IN NATIONAL PARKS HAS BEEN A CONTROVERSIAL ISSUE IN N.S.W. SINCE THE DAYS OF THE ALPINE PARK CONCESSIONS WHICH PERMITTED PRIVATE ENTERPRISE DEVELOPERS TO BUILD AND MAINTAIN PERMANENT HOUSING AND ASSOCIATED DEVELOPMENTS IN KOSCIUSKO N.P.

THE LESSONS OF THIS SITUATION OUGHT TO HAVE BEEN LEARNT BY THIS TIME. THE CONSERVATION AND ENVIRONMENT MOVEMENT REMAIN VERY SOLIDLY OPPOSED TO ANY ATTEMPT TO LOCATE ACCOMMODATION OR MAJOR INFRASTRUCTURE DEVELOPMENTS, SUCH AS RESTAURANTS ETC INSIDE NATIONAL PARKS.

WE BELIEVE THAT THE IDEA OF A NATIONAL PARK INVOLVES THE ACCEPTANCE OF THE NATURAL ENVIRONMENT ON ITS OWN TERMS, WITHOUT GREAT MODIFICATION TO SUIT HUMAN BEINGS.

HENCE ITS OUR VIEW THAT PERMANENT ACCOMMODATION TO SERVICE TOURISTS WHO WISH TO MAKE USE OF THESE AREAS MUST BE LOCATED OUTSIDE THE BOUNDARIES OF THE PARK. PREFERABLY FAR ENOUGH AWAY FROM THE PARK TO ENSURE THAT THE FACILITY AND ITS' INFRASTRUCTURE e.g. sewerage, traffic etc DOES NOT HAVE A ADVERSE EFFECT ON THE NATURAL SYSTEMS OF THE PARK OR ON ITS WILDLIFE.

TENT CAMPING BY PEOPLE WHO ARE BACK PACKING IS SEEN TO BE PERMISSIBLE, SINCE NORMALLY THERE IS NO DEMAND FOR INFRASTRUCTURE SUCH AS TOILETS, FIREPLACES OR RUBBISH BINS AND THERE IS LITTLE OR NO ADVERSE ENVIRONMENTAL IMPACT CREATED.

WE WILL NOT CONDONE TENT CAMPING IF IT MEANS THE INAPPROPRIATE USE OF FIRE, LITTERING, VEGETATION DESTRUCTION OR HARASSMENT OF WILDLIFE. THE ISSUES OF LONG-TERM OCCUPATION OR LARGE NUMBERS OF CAMPERS REMAIN OF CONCERN.

SIMILARLY, THE MOVEMENT RECOGNISES THE NEED FOR PUBLIC ACCESS AND ACCEPTS CAR-CAMPING FOR A LIMITED PERIOD ONLY. WE REMAIN CONCERNED, HOWEVER, AT THE VOLUME AND INTENSITY OF SOME PARKS CAR CAMPING AREAS. WE ARE PARTICULARLY CONCERNED AT THE OFTEN ATTENDANT ENVIRONMENTAL IMPACTS FOLLOWING PERIODS OF HEAVY USE.

IN SOME AREAS THERE HAS BEEN AN AGGREGATION OF IMPACTS TO THE EXTENT THAT THERE IS AN ONGOING MODIFICATION OF THE ENVIRONMENT BEING PRODUCED BY TOURIST CAMPING IN VEHICLES.

NO CARAVAN PARKS OR HUTS, HOSTELS OR HOTELS SHOULD BE PERMITTED WITHIN THE BOUNDARIES OF THE PARKS.

PRIVATE ENTERPRISE SHOULD BE ABLE TO PROVIDE THE NECESSARY FACILITIES TO ACCOMMODATE TOURISTS.

TOURISM AND WILDERNESS

THE VIEW OF THE MOVEMENT IS THAT WILDERNESS IS ONE OF THE MOST PRECIOUS NATURAL RESOURCES REMAINING ON THE FACE OF THE EARTH.

IT IS A COMMONLY HELD BELIEF THAT, AS TIME PROCEEDS, AND THE WORLD BECOMES AN EVEN MORE MECHANISED, URBANISED PLACE, ITS VALUE AND THE DEMANDS FOR ACCESS WILL GREATLY INCREASE.

SO EVEN THOUGH WILDERNESS MAY NOT BE AT THE FOREFRONT OF THINKING ON TOURISM AT PRESENT, IT IS DESTINED, I BELIEVE, TO BECOME AN VERY IMPORTANT TOURISM ISSUE IN THE FUTURE.

IN THIS CONTEXT THEN, IT IS VERY IMPORTANT THAT WE RECOGNISE THE SITUATION BEFORE IT BECOMES A PROBLEM, PROPELLED BY GREAT PRESSURE. WE MUST PLAN FOR TOURISM USES OF WILDERNESS, SINCE EVERY HUMAN WHO VISITS THERE, BY VERY DEFINITION, WILL BE A TOURIST.

ESSENTIALLY THIS ISSUE IS STILL UNDER DEBATE, SO HERE I CAN ONLY OFFER MY PERSONAL VIEWS, NOT THOSE REPRESENTATIVE OF THE MOVEMENT.

CONSERVATIONISTS ARGUE THAT WILDERNESS AREAS MUST A LARGE NATURAL AREA, FREE OF ROADS. STRUCTURES OR OTHER HUMAN MODIFICATIONS. IN ORDER TO BE DEFINED AS 'WILDERNESS' UNDER THE CURRENT ACT.

HOWEVER, I BELIEVE THAT THESE AREAS SHOULD NOT BE TAGGED OR HAVE ROUTE MARKERS OR ANY OTHER NON-NATIVE ARTIFACT LOCATED WITHIN THEM. TO DO SO CHANGES THE HUMAN-LESS CHARACTERISTICS WHICH DEFINES 'WILDERNESS'.

WHILE I AGREE THAT THE TOURISTS USING THESE AREAS MUST DO SO SELF RELIANTLY, AT THEIR OWN RISK, I DO NOT BELIEVE THAT THESE AREAS CAN MAINTAIN THEIR WILDERNESS VALUES IF MANAGEMENT IS TOTALLY 'LAISSEZ FAIRE'.

WE HAVE NOTED THAT THESE AREAS MAY SOON BE UNDER SOME PRESSURE FOR ACCESS, AND IF THE SITUATION OF HAVING UNLIMITED ACCESS (BY ANY PERSON GAME ENOUGH TO ATTEMPT ENTRY) ESCALATES, THE TOURISTS WILL SOON ERODE SOME OF THE ESSENTIAL AESTHETIC QUALITIES FOR WHICH THE WILDERNESS EXPERIENCE IS SOUGHT, e.g. REMOTENESS FROM OTHER HUMANS.

IT'S MY VIEW THAT THE MANAGERS OF THESE AREAS DO HAVE A RESPONSIBILITY TO ENSURE THE PRESERVATION OF WILDERNESS VALUES, AND IN THAT ROLE THEY MUST PLAY AN ACTIVE PART, NOT IN MANAGING THE WILDERNESS ITSELF, BUT IN MANAGING THE TOURISTS!

I DO NOT BELIEVE IN UNLIMITED ACCESS TO THE PRECIOUS REMNANTS OF OUR NATURAL HERITAGE BY JUST ANY PERSON. I HOLD THAT BELIEF FOR TWO REASONS:

- * INEXPERIENCED AND UNSKILLED PEOPLE HAVE A GREAT CAPACITY TO INJURE AND HARM SENSITIVE NATURAL SYSTEMS THROUGH ACTS OF IGNORANCE OR MISCHANCE.

- * THE NATURAL ENVIRONMENT HAS A GREAT POTENTIAL TO INJURE AND AFFLICT PEOPLE WHO ARE NOT SUFFICIENTLY PREPARED, SKILLED OR EQUIPPED.

IN A SENSE THEN, THERE SHOULD BE A FILTER WHICH PROTECTS THE WILDERNESS FROM PEOPLE AND PEOPLE FROM THE 'WILDERNESS'.

THIS IS THE MANAGEMENT ROLE WHICH THE N.P.W.S. OUGHT TO PROVIDE FOR THE TOURIST USES OF WILDERNESS.

THUS, THE NATIONAL PARKS AND WILDLIFE SERVICE SHOULD ENSURE THAT:

- * WHERE TOURISM IMPACT IS ADVERSELY AFFECTING THE ENVIRONMENT, ALTERNATIVE ROUTES THROUGH WILDERNESS AREAS ARE AVAILABLE AND PROMOTED;

- * TOURISTS WHOSE RECREATIONAL USES DO NOT SPECIFICALLY REQUIRE A WILDERNESS RESOURCE ARE RE-DIRECTED TO OTHER, ALTERNATIVE AREAS WHERE THEIR RECREATIONAL NEEDS CAN BE SUITABLY PROVIDED.

- * PERSONS ENTERING THE WILDERNESS HAVE THE SKILLS, EXPERIENCE AND EQUIPMENT SUITABLE FOR SUCH AN ADVENTURE;

- * THERE IS A LIMIT TO THE NUMBER OF PEOPLE WHO ENTER A WILDERNESS AREA AT ANY GIVEN TIME.

WHETHER THESE FUNCTIONS SHOULD BE CARRIED OUT BY WAY OF REGULATION OR BY WAY OF NON-MANDATORY RECOMMENDATIONS IS STILL A MATTER THAT REQUIRES SOME CONSIDERATION. BUT LET US NOT LEAVE SUCH CONSIDERATION UNTIL TOO LATE.

FURTHER ISSUES FOR DISCUSSION ON TOURISM AND WILDERNESS MIGHT INCLUDE:

- * THE REGISTERING OF A PLAN OF ENTRY AND EXIT;
- * THE SERVICE'S ROLE IN SEARCH AND RESCUE;
- * THE RESPONSE TO FIRE IN WILDERNESS AREAS USED BY TOURISTS;
- * WHAT, IF ANY, FINANCIAL CONTRIBUTION MIGHT BE REQUIRED FROM TOURISTS USING WILDERNESS AREAS...

TOURISM AND EDUCATION

WITHIN THE BROAD TOPIC OF EDUCATION I WOULD LIKE TO EMPHASISE TWO IMPORTANT ASPECTS.

THE TOURISM INDUSTRY

THE FIRST IS THE EDUCATION OF THE TOURISM INDUSTRY ITSELF, THE OFFICE WORKERS, THE ESSENTIALLY URBANISED PERSONNEL, WHO ARE THE PURVEYORS OF TOURISM.

THESE ARE THE TRAVEL AGENTS AND TOUR OPERATORS WHO CAN ONLY RECOMMEND THE KIND OF TOURISM WHICH THEY ARE FAMILIAR WITH -OFTEN THE GOLD COAST OR BALI EXPERIENCE, YET WHO WONDER WHAT ELSE THERE MIGHT BE ON OFFER.

THE CONSERVATION AND ENVIRONMENT MOVEMENT BELIEVES THAT IF SUFFICIENTLY ENCOURAGED, THESE PEOPLE WILL DISCOVER GREAT VALUE IN TOURISM WHICH INCLUDES NATURAL ATTRACTIONS THROUGH NATIONAL PARKS.

IF THEY CAN BE CONVINCED THAT THERE ARE THINGS OF GREAT BEAUTY, MYSTERY AND INTEREST IN THE NATURAL WORLD THEN THROUGH THEM, THE MARKET FOR NATURAL TOURISM COULD BECOME HUGE VERY QUICKLY.

HOWEVER, THE EDUCATION OF THESE PEOPLE MUST BE COMPLETE ENOUGH SO THAT THEY WILL UNDERSTAND THAT MANY PEOPLE WILL WANT TO EXPERIENCE THE ENVIRONMENT IN A WIDE VARIETY OF WAYS, NOT SIMPLY VIEW IT FROM THE BACK SEAT OF AN AIR CONDITIONED FOUR WHEEL DRIVE.

WE MUST THEREFORE EDUCATE THE TOURIST OPERATORS AND AGENTS TO THE DIVERSITY OF EXPERIENCES WHICH TOURISM IN NATIONAL PARKS OFFERS. THIS MAY PROVE TO BE A FORMIDABLE TASK...

THE INDIVIDUAL TOURIST

THE SECOND IS THE EDUCATION OF THE TOURIST IN PERSON AT, OR ON THE WAY TO, THE NATURAL ATTRACTION.

ITS OUR VIEW THAT QUALITY INFORMATION ON NATURAL FEATURES SUCH AS HUGE TREES, RUSHING WATERFALLS, TOWERING CLIFFS, UNIQUE WILDLIFE ETC, IF WELL PRESENTED, WILL ENHANCE THE ACTUAL EXPERIENCE OF THE NATURAL ENVIRONMENT. IT WILL PROVIDE AN APPEAL TO THE COGNITIVE, THINKING, PART OF THE BRAIN TO COMPLEMENT THE AESTHETIC APPEAL AT THE SENSUAL EXPERIENTIAL LEVEL.

THIS INTEGRATED APPROACH TO TOURIST ACTIVITIES WILL PRODUCE A QUALITY EXPERIENCE AT WHICH BOTH WONDER AND UNDERSTANDING HAVE A PLACE, AND WHICH IS MUCH LESS LIKELY FORGOTTEN.

IN THIS CLIMATE THEN, ENVIRONMENTAL EDUCATION CAN LEAD TOURISTS THROUGH A PLEASANT HOLIDAY TO AN UNDERSTANDING OF THE NATURAL SYSTEMS SURROUNDING THEM AND THE IMPORTANCE OF MAINTAINING THESE SYSTEMS.

THIS THEN IS THE ESSENTIAL VALUE OF NATURAL TOURISM TO THE ENVIRONMENT AND CONSERVATION MOVEMENT, THE APPRECIATION OF THE NATURAL FEATURES IN THEIR OWN TERMS.

SOME MAY CHARGE THAT THIS ENVIRONMENTAL EDUCATION APPROACH TO HOLIDAYS AIMS TO SUBVERT THE VAGUE NUMBNESS WHICH HOLIDAYS ARE 'SUPPOSED' TO PRODUCE. YET I WOULD ANSWER THAT, IN FACT, THIS CONNECTION BETWEEN INTELLECT AND EMOTION WITH NATURAL ENVIRONMENT IS THE BEST ACTIVE LEISURE PURSUIT WHICH CAN BE EXPERIENCED.

THERE ARE MANY QUESTIONS WHICH ARE RAISED IN THIS APPROACH TO TOURIST ACTIVITY.

* WHO IS TO PROVIDE THE QUALITY INFORMATION ABOUT THE NATURAL FEATURES AND PROCESSES?

* HOW IS THIS MATERIAL TO BE PRESENTED IN A WAY WHICH APPEALS TO A WIDE VARIETY OF TOURISTS?

* HOW ARE INTERESTING AND APPEALING NATURAL FEATURES OR PROCESSES TO BE IDENTIFIED?

* HOW IS ACCESS TO THESE ATTRACTIONS TO BE PROVIDED?

* HOW ARE THE NEGATIVE FRIGHTENING ASPECTS, SUCH AS LEECHES, MOSQUITOES, TICKS, SNAKES ETC, OF A NATURAL ENVIRONMENT EXPERIENCE TO BE NEUTRALISED OR AVOIDED?

THE ANSWERS TO THESE QUESTIONS LIE IN THE NOT-TOO-DISTANT FUTURE, THOUGH EVEN NOW SOLUTIONS ARE APPEARING.

THE TOURIST/VISITOR INFORMATION CENTRE AT THE PARK ENTRANCE IS A GOOD WAY TO INTRODUCE THE PARKS FEATURES TO THE TOURIST BEFORE THEY BECOME OVERWHELMED BY THE NATURAL ATTRACTIONS.

STATIC DISPLAYS, VIDEO PRESENTATIONS, MODELS, SLIDES, DIAGRAMS, PHOTOGRAPHS, AS WELL AS THE TAKE AWAY LEAFLET OR PARK GUIDEBOOK ARE OTHER WAYS OF GETTING THE MESSAGE ACROSS. ALREADY THESE MATERIALS ARE BEING PRODUCED AND ALREADY THE REASONS WHY THE PARK WAS CREATED ARE BECOMING BETTER UNDERSTOOD.

GUIDED TOURS, SIGNPOSTING AND SELF GUIDED TOURS ALSO OFFER ACCESS TO INFORMATION WHICH CAN MAKE SENSE OF THE SENSORY STIMULUS AND ADD TO THE THRILL AND WONDER TO THE EXPERIENCE. THE SEASONAL RANGER PROGRAM HAS DELIGHTED MANY PEOPLE TOO, CREATING A PLEASANT SOCIAL SITUATION IN WHICH TO ENJOY SHARED EXPERIENCES.

TOURISM AND N.P.W.S. RESOURCES

THESE TOURIST ENVIRONMENTAL MATERIALS, FACILITIES, PROGRAMS ETC ARE BEGINNING TO BECOME EVIDENT AT SOME WELL VISITED PARKS, YET BY NO MEANS IS THERE A COMPLEMENTARY TOURIST ENVIRONMENTAL EDUCATION PACKAGE AVAILABLE FOR ALL THE STATE'S PARKS.

THERE IS STILL MUCH TO BE DONE TO ACHIEVE THIS IMPORTANT GOAL.

INDEED, TO SIMPLY MANAGE THE PARKS FOR THE CONSERVATION/PROTECTION ROLE, TO MONITOR, REPAIR AND MAINTAIN THE PARKS PHYSICAL RESOURCES THE SERVICE HAS A HUGE TASK TO CARRY ON, AND THERE REMAINS MUCH TO BE DONE TO ACHIEVE THIS PRIMARY GOAL IN EXISTING PARKS, AND IN AREAS YET TO BE DEDICATED.

BOTH THESE IMPORTANT ROLES, EDUCATION/TOURISM AND CONSERVATION REQUIRE SIGNIFICANT RESOURCES. HOWEVER, THERE IS A DANGER THAT, IN A TIME OF FINANCIAL CONSTRAINT, ADEQUATE RESOURCES WILL NOT BE PROVIDED.

THE CONSERVATION AND ENVIRONMENT MOVEMENT BELIEVES THAT IT IS ESSENTIAL FOR THE GOVERNMENT TO PROVIDE SUFFICIENT FUNDING TO ENABLE THE CONTINUED UPKEEP, MAINTENANCE AND PROTECTION OF THESE IMPORTANT NATURAL RESOURCES AS A TOP PRIORITY.

WE ALSO RECOGNISE THE GREAT IMPORTANCE OF PROVIDING SUFFICIENT FINANCIAL AND HUMAN RESOURCES TO ACHIEVE THE PROMOTION OF THESE NATURAL FEATURES, AND TO EDUCATE AND GUIDE THE ACTIVITIES OF THE MILLIONS OF TOURISTS WHO VISIT THE STATES NATIONAL PARKS EVERY YEAR.

INITIALLY, THE PRODUCTION OF TOURIST PROMOTION AND MATERIALS MAY REQUIRE THE INVESTMENT OF SOME FUNDING, BUT SEEN IN THE LONG TERM THIS FUNDING OF THE N.P.W.S. HAS THE POTENTIAL TO ESTABLISH A SOLID BASE IN THE WIDER TOURIST INDUSTRY, BRINGING CONSIDERABLE RETURNS INTO THE N.S.W. ECONOMY.

IF FUNDING CAN BE PROVIDED AT A LEVEL WHICH CAN ENSURE SAFE, SECURE MANAGEMENT AND ALSO PERMIT THE PRODUCTION OF HIGH QUALITY EDUCATIONAL TOURISM MATERIALS AND EXPERIENCES, THEN N.S.W. WILL HAVE ACHIEVED THE VISION OF A STABLE, SUSTAINABLE NATURE-BASED TOURISM INDUSTRY FIRST SUGGESTED BY CONSERVATIONISTS AT TERANIA CREEK OVER A DECADE AGO.

CONCLUSION

ENVIRONMENTALISTS AND CONSERVATIONISTS HOPE THAT IN THE FUTURE NATIONAL PARKS AND TOURISM WILL BE ABLE TO BE COMBINED WITHOUT PLACING THE NATURAL RESOURCES THEMSELVES AT RISK.

WHEN THIS IS DONE SUCCESSFULLY THEN WILL WILL HAVE;

- * A SOCIETY WHERE NATURE AND ITS RESOURCES ARE BETTER UNDERSTOOD, APPRECIATED AND VALUED;
- * GREATER SUPPORT FOR THE CONTINUING WORK OF PROTECTION AND CONSERVATION IN EXISTING AND IN NEW NATIONAL PARKS;
- * A NEW SUSTAINABLE INDUSTRY WHICH IS HAS THE POTENTIAL TO CONTRIBUTE SIGNIFICANTLY TO THE LOCAL, REGIONAL AND NATIONAL ECONOMIES;
- * SOME PRICELESS GLOBAL TREASURES, APPROPRIATELY MANAGED, SO THAT THEY CAN BE DISPLAYED TO THE WORLD.

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Keeping up to date with the proposed resort developments in Queensland is almost an impossible task. No sooner is a comprehensive list of new developments compiled than it is considered out of date. While many of these proposals may never get further than a blazing headline in a local paper, a frightening percentage are proceeding quickly to the bookings stage with little more than a fleeting thought for the potential environmental, social or even financial repercussions.

Queensland, especially North Queensland, has over the last few years experienced an incredible tourist boom. Market research indicates that the current annual growth in tourist numbers is about twenty five percent. While it is not expected that the increase will continue at this rate, (indications are that the tourism boom may have peaked in 1986/87 and that a more modest growth of less than ten percent can be expected in the future) it is certain that the tourist industry is going to become an integral component of life in Queensland.

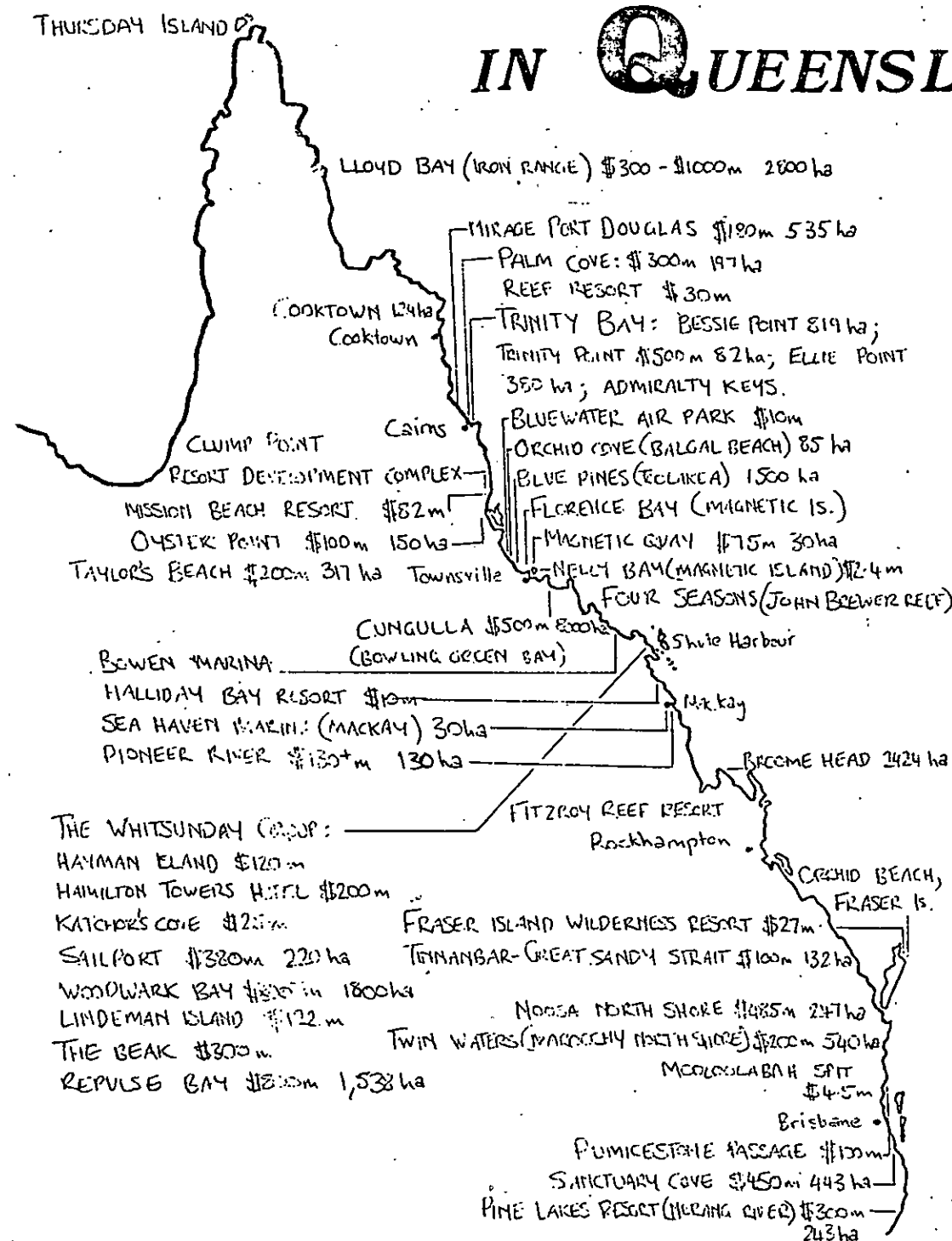
Obviously, a strong and prosperous tourist industry has the potential to greatly benefit Queensland. It will create many jobs, both directly within the tourism industry and indirectly in supporting industries, it will boost local economies by wooing the tourist dollar and if based around a particular natural feature, as most are, it can also have environmental benefits by increasing the exposure to, and understanding of, the wonders of nature.

Sadly however, with the direction that the tourist industry in Queensland is heading, its full potential will never be reached. Rather than the industry being carefully planned and managed, such that its environmental and social impacts are kept to minimal and acceptable level, it is racing along in a totally ad hoc fashion with the only goal being to make as much money as possible, as quickly as possible, for as many as possible.

Despite the fact that Queensland boasts one of the largest tourist industries in Australia, it does not have a state tourism management plan which is essential for the protection of valuable areas and in guiding the developers. Nor does it have a coastal management plan, even though the majority of its tourist industry is concentrated in the coastal region.

Perhaps if an adequate percentage of the Queensland coastline was "protected" in National Parks and reserves, the lack of appropriate management plans would be slightly more acceptable. However, less than eight percent of the Queensland coastline is protected from the developer. Compared to the thirty six percent in New South Wales, this is extremely pitiful display of concern.

COASTAL DEVELOPMENT IN QUEENSLAND



And many, many more!!

One would expect a responsible government would be endeavouring to rectify this situation. Not so in Queensland, infact the government here seem to be quite proud of this position. The Queensland Minister for Environment, Conservation and Tourism, the Honorable Geoff Muntz sees no need for planning or protection. He is quoted as saying

"We're not a socialist government to put restrictions on private enterprise - the forces of the free market will determine the direction of future tourism developments."

Unlike Queensland, Victoria has a successful State Tourism Development Plan. It's strategy highlights existing natural, human made and historical features of importance to tourism in Victoria and identifies opportunities for further development of these tourist resources without damaging the environment. Considerable public input to the draft plan was considered.

Queensland must soon develop a tourism strategy plan, before it is too late. Unplanned tourism is destructive. It is detrimental both to the environment in direct and immediate ways and to the industry itself, as often in the made panic to make a quick buck the very feature which initially attracted the developers is lost or damaged.




\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$\$

Please write to the -
Hon. Michael Ahern
Premier, Treasurer and Minister
for the Arts
P.O. Box 185
NORTH QUAY Q. 4002.
and
Hon. Geoff Muntz
Minister for Environment,
Conservation and Tourism
P.O. Box 155
NORTH QUAY Q. 4002.


urging them to develop a Tourism Management Plan for Queensland so that the environment, the Queensland people and future generations can reap the benefits of the tourist industry.

'Round the Region — Magnetic Island

MAGNETIC QUAY.





The Great Barrier Reef Marine Park Authority have recommended to the Department of Arts, Sport, the Environment, Tourism and Territories that the Public Environment Report on the Magnetic Quay development was inadequate for a proper assessment of the environmental effects of the development and that no permit should be issued for the development until Magnetic Keys had provided additional information on a number of matters. Matters for which extra information were required include:

- currents and water movements and their effects on sediment transport and flushing of the marine basin;
 - coral communities; and
 - water quality within the marina.
- 


Other recommendations covered the need for further examination of the Aboriginal stone artefact scatter found on the Nelly Bay reef and the development of an environmental monitoring program for the development.

This information is now being collected and will later be available for public comment.

FLORENCE BAY PETITION



It is expected that an announcement will soon be made regarding the latest proposal for the development of Florence Bay. When this happens we should be prepared to prove that public opinion is strongly opposed to any such development. One of the ways that we will do this is with our petition.



A similar move to develop the bay in the early 1980s was prevented, in part, by the presenting to parliament of a 3200 signature petition opposing the scheme. If our present petition is to be effective then it will need to be better than that figure. Currently we have approximately 2000 signatures. We have a long way to go.

Some of you may have noticed a Florence Bay petition fall to the floor when you opened one of our recent newsletters. This was a last minute idea so there was no covering note however we had hoped that everyone would at least try for a few signatures. Of the 200 odd petitions distributed in this manner about ten have been returned. Those who have responded have done an excellent job in filling these forms and admittedly others have made their contribution earlier in the campaign. However we need many more signatures. If all our members were to fill just one of these forms then we would be well on the way to presenting a petition that would impress the politicians. So please make the effort.

This petition is currently accessible to the public at:

- * Bower Bird Book Shop. Flinders St.
- * Student Union J.C.U.
- * Adventure Camping Equip. Store Ross River Rd. Mund.

If you are on good terms with a shop owner or can think of any other way that we can present this petition please let us know.

ABOUT PETITIONS

We have had a few petitions where the signatures have overflowed onto the back of the form and on one occasion onto another piece of paper. To have any value the signatures must be below the stated objectives of the petition. So if you look like filling the form please ring for another.

Petitions such as the one for Florence Bay indicate that the form represents the views of the "undersigned citizens of Queensland" (voting public) so avoid signatures on this petition from visitors to our state. With petitions involving tourism however the opinion of these visitors must still be of interest to the politicians so for Florence Bay we will shortly be producing a companion petition.

7. Recognises that all wildlife legislation allows for the limited killing of protected wildlife under permit, however this can only be done with proper justification. The ACF considers that this should require establishment of bona fide deleterious circumstances such as significant damage to crops and pastures.

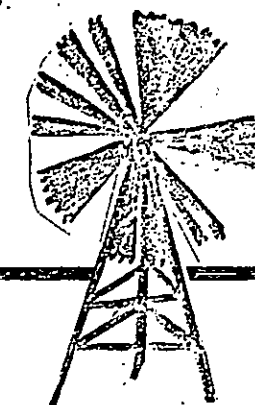
8. Is opposed to kangaroos (*Macropus fuliginosus*, *M. giganteus*, and *M. rufus*) being killed primarily for their commercial value and to the establishment and maintenance of a kangaroo industry.

9. Believes that where a responsible government wildlife authority considers that the numbers of these kangaroo species should be reduced any consequent killing must only be carried out under permit using humane and essentially non-commercial methods. All such killings must be fully documented.

10. Recognizes that at least seven other macropod species have been utilized by the kangaroo industry and they comprised 15% to 20% of the animals processed. The national commercial kill quota includes *Thylogale billiardieri*, *Macropus parvi*, *M. rufogriseus* and *M. robustus* and the permitted Queensland commercial kill also includes *Macropus dorsalis*, *Macgillii* and *Wallabia bicolor*.

11. Considers that the commercial killing of these seven other species is in violation of the provisions of the National Kangaroo Management Program. For example, population sizes, trends and parameters are not accurately monitored.

12. Is totally opposed to the continued commercial killing of these seven species and condemns their inclusion in the kangaroo industry.



Meeting Notes

EXECUTIVE MEETING 5.7.88

The executive resolved that NQCC as a member of QCC would support the resolution "that QCC agree to support the Citizens for Democracy campaign for 'one vote one value' in the forthcoming referendum". While it was agreed that NQCC should be wary of obvious politicization, it was felt that our responsibilities extended to this issue in terms of the social environment.

A new petition is on file. Residents of the Burdekin area are requesting a State Health Department investigation into the effects of aerial spraying of organochlorides, in terms of the high incidence of leukaemia and other forms of cancer, in the area.

Peter McAdam attended a Land Care Forum in Charters Towers at which a Land Care Committee was formed. He is optimistic about the establishment of good relations between conservationists and pastoralists. He is seeking discussions with the committee and has offered to address the Cattlemen's Union.

A new car sticker and posters are being produced for the Florence Bay campaign.

A policy on kangaroo culling is being prepared.

CRA has applied for 3 mining leases in close proximity to the Mary Kathleen site. NQCC will lodge objections.

MEETING WITH ADRIAN JEFFREYS

On 19th July, members of the executive met with Adrian Jeffreys, former NQCC Coordinator, and currently QCC Project Officer.

Discussion centred around proposed changes to QLD National Parks and Wildlife Service, including the 'user pays' system and the potential effect of this on future funding of the Service.

Issues considered included: ensuring that collected fees are not channelled into consolidated revenue, but are retained by QNPWS; that fees are not prohibitive and therefore exclusive in practice; whether fees should benefit only the specific park in which they are collected, and whether less visited areas would be disadvantaged; whether fees may be used to augment or to subsidise future budget allocations; and whether the 'user pays' principle would force QNPWS to place emphasis on recreation rather than conservation.

THE KANGAROO HARVEST DEBATE

In view of the renewed media and public interest in the kangaroo harvesting industry, NQCC are endeavouring to develop a policy on kangaroo culling.

To date, the stand taken by NQCC, like many regional and country groups, is one of not opposing kangaroo harvesting as a method of population management provided that the industry is well regulated and operated as humanely as possible.

This stand is based on the evidence which indicates that the altered natural environment caused by today's land use practices, has in some cases caused species populations to expend significantly beyond their natural levels. In such cases, we have felt that it is necessary to take steps which control populations at levels which do not exert an unnatural pressure on the land or other native species.

Concurrently NQCC recognises that in some cases through substantial habitat loss or habitat alteration, land use practices have caused the extinction or near extinction of many of our native species. In no way have we or will we condone the harvesting of these species.

QUEENSLAND CONSERVATION COUNCIL POLICY

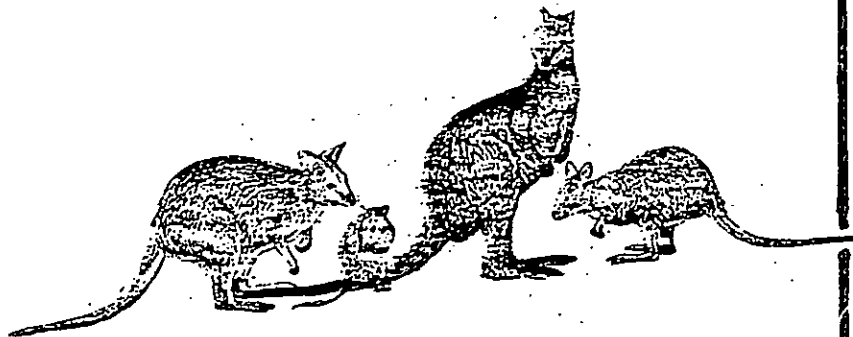
The QCC supports the need for the management of kangaroo populations and recommends that:

1. the quota and tag system remains in force;
2. the harvesting programme be strictly controlled with penalties for non-compliance being rigorously enforced;
3. monitoring of the population composition for each commercially exploited species be carried out at a level which effectively examines populations on a regional basis;

4. quotas are set at levels which will not reduce natural distribution of each species and are in no way influenced by commercial considerations;

5. further fauna reserves are established to ensure the conservation of each species of Macropodidae and other native species. Some of the funds for this purpose should come from royalties taken from the harvesting programme;

The kangaroo harvesting debate has long been a highly contentious issue. Even within the conservation movement feelings, ideas and policies vary greatly. They range from the hardline no culling, no exporting, no farming line taken by the animal liberation groups and Greenpeace to the softer policies allowing harvesting of certain non-endangered species under regulated guidelines such as those of Queensland



Conservation Council and the Wildlife Preservation Society of Queensland.

The executive of NQCC would welcome any contributions by members which will assist in the development of a kangaroo management policy. For further information is wanted feel free to come down to the Environment Centre.

6. detailed studies should be carried out into the effects of eradication programs on native predators, e.g. the 1030 baiting programme on dingoes to determine just how this has influenced populations of macropodids and other non-target species.



AUSTRALIAN CONSERVATION FOUNDATION POLICY

The Australian Conservation Foundation:

1. Supports the view that kangaroos should continue to be designated as protected indigenous wildlife under all State, Territory and Commonwealth protection legislation. Their conservation status should remain unequivocal in this respect.

2. Recognizes that wildlife species are those animals and plants living in an undomesticated or cultivated state and that kangaroos are part of Australia's indigenous wildlife.

3. Believes that all wildlife have intrinsic value and therefore have a prima facie right to exist independently of human needs and that kangaroo management must maintain the status of kangaroos as wildlife species.

4. Recognizes that aboriginal people leading a traditional or partly traditional lifestyle have rights to take "kangaroos" for their own subsistence.

5. Believes that kangaroo management must be primarily directed towards maintaining populations of all species over their natural range.

6. Believes that any proposed manipulations of populations must be publicly documented, advertised and justified with a right of public appeal against proposals.

Outdoor Educators' Association of Queensland

WILL PRESENT AN

environmental education workshop

CONDUCTED BY

PROF. STEVE VAN MATRE

WHO IS THE DIRECTOR OF THE "EARTH EDUCATION INSTITUTE". HE IS A PROFESSOR OF ENVIRONMENTAL DESIGN AT THE UNIVERSITY OF CHICAGO IN ILLINOIS, U.S.A.

EARTH EDUCATION IS THE PROCESS OF HELPING PEOPLE LIVE HARMONIOUSLY AND JOYOUSLY WITH THE NATURAL WORLD.

A TWO DAY WORKSHOP WILL BE CONDUCTED IN TOWNSVILLE IN AUGUST AS SET OUT BELOW.

WHEN: Start 6pm Fri, August 19.
Finish 1pm Sun, August 21.

WHERE: Ignatius Park Outdoor Centre, Harvey's Range, T'ville.

COST: \$80.00 (non O.E.A.Q. members)
\$70.00 (O.E.A.Q. members)
-includes all meals & accomodation

Please contact the Environment Centre for more information or a registration form. **SOON.**

THE EARTH

If the Earth were only a few feet in diameter, floating a few feet above a field somewhere, people would come from everywhere to marvel at it. People would walk around it, marvelling at its big pools of water, its little pools and the water flowing between the pools. People would marvel at the bumps on it, and the holes in it, and they would marvel at the very thin layer of gas surrounding it and the water suspended in the gas. The people would marvel at all the creatures walking around the surface of the ball, and at the creatures in the water. The people would declare it precious because it was the only one, and they would protect it so that it would not be hurt. The ball would be the greatest wonder known, and people would come to behold it, to be healed, to gain knowledge, to know beauty and to wonder how it could be. People would love it, and defend it with their lives, because they would somehow know that their lives, their own roundness, could be nothing without it. If the Earth were only a few feet in diameter."

tailings

All bright and cheerful news this week!!!

A group of southern business people (who have become known as "Cappo's for Conservation") last week placed a full page advertisement in The Sydney Morning Herald and The Melbourne Age. The add called upon people to phone a (008) number (local call fee only) and registrar their name on a petition which which called upon Mr Hawke to place a moratorium on logging in the Tasmanian Lemonthyme and Southern forests and a review on forest management.

It is pleasing and incredibly encouraging to see conservation issues becoming a part the lives of people in the business sector.

Also down south, but a little closer to home, we saw last week another win for conservationists. The Sydney based Leisuremark Australia company lost its appeal against the Noosa Shire Council's refusal to allow the Noosa North Shore development to go ahead. The company appealed against the Councils decision not to rezone the area needed for the development. Congratulations to QCC, Sunshine Coast Environment Centre and everyone else who worked on the issue.

Another peice of suprising news is that the Las Angeles City Council has voted unanimously to ban the use of plastic foam fast food containers which are made with ozone destroying chlorofluorocarbons (CFC's). Perhaps some Australian city councils will follow suite.



CONSERVATION CALENDAR

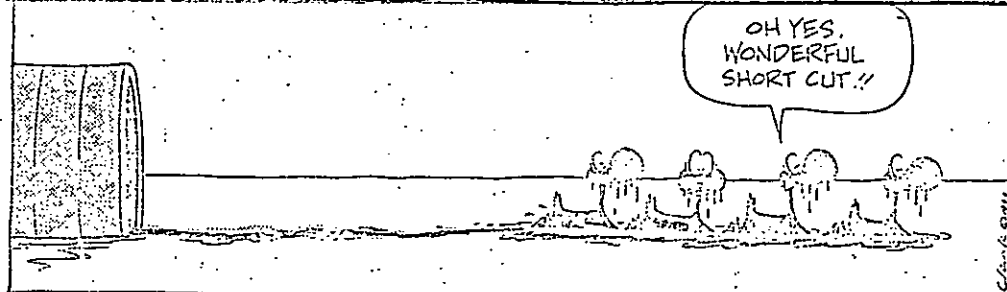
Kug

- 1 NQCC Executive Meeting
- 6 Hiroshima Day - Stall & talks in the mall 10 a.m.
- 19 Environmental Education Workshop (see add in newsletter)
- 20 WPSQ General Meeting
Speaker - Marie
Biological Control
- 21 WPSQ Trip - Nelly Bay Reef Day
Come for a snorkel and free interpretation
(date may not be right, please ring us to find out - 716226)
- 28 Wildlife Study Group - Blakey's Crossing
- 6 NQCC Executive Meeting
- 7 NQCC Annual General Meeting
- 18 Wildlife Study Group - Blakey's Crossing
- 21 WPSQ General Meeting
Speaker - Terry Done (AIMS)
Coral Communities?

Sept

SWAMP

By Gary Clark



CONSERVATION NORTH QUEENSLAND

NEWSLETTER OF THE NORTH QUEENSLAND CONSERVATION COUNCIL inc.

Registered by Australia Post Publication No. QBH 2454 - ISSN 0816-875X

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The views expressed in this newsletter are not necessarily those of NQCC (inc.)

CONSERVATION NORTH QUEENSLAND



NEWSLETTER OF THE NORTH QUEENSLAND CONSERVATION COUNCIL inc.
477 Flinders St, Townsville 4810 QLD Ph (077) 716 226

Registered by Australia Post - Publication No. QBH 2454 - ISSN 0816-875X

Volume 4 No. 6 JULY 1988.

ROSS RIVER

BITUMEN SPILL

Sometime over the last month there was a bitumen spillage from the Shell bitumen plant directly into the Ross River estuary.

The accident was brought to the attention of NQCC by a local fisherman who had noticed bitumen covering the rocks of the river bank and was worried about its effect on the immediate marine environment.

NQCC are having a hard time finding out any details of the spillage. It appears that the Townsville Port Authority are not obliged to tell us, or the people of Townsville anything.

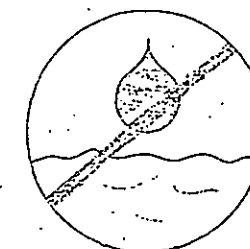
What is known is - a spillage of bitumen through an outlet pipe from the refinery area to the river, occurred approximately one month ago. This was apparently cleaned up by the company and the clean up operation met with the Townsville Port Authorities approval.

Unfortunately however, it appears that not all the bitumen was removed. At a later date, when water was flushed through the pipe, another unknown (by us) quantity of bitumen was pushed out.

At the time that NQCC looked at the area, the residue was still slowly flowing out but no action appeared to be happening. However within an hour of finding out (or being found out) that residue was still leaking, a clean up operation was being undertaken by the Shell Australia company.

While NQCC begrudgingly accepts that accidents like this do occur, we cannot accept the secrecy which surrounds this incident. When we first tried to find out from the different authorities what had happened, none seemed to know anything about it. We have later been told that the Townsville Port Authority were aware of the problem but were not "obliged" to report the matter to anyone, including the Water Quality Council, the Townsville City Council and the people of Townsville. Surely legislation, which allows incidents like this to occur and to go by without notification to a body whose function is to monitor these situations, must be questioned.

OIL AND WATER



Don't Mix



Industries Assistance Commission Circular

NUMBER: 19/88

DATE: 11 JULY 1988

SUBJECT: TRAVEL AND TOURISM

ALL CORRESPONDENCE CONCERNING
THIS SUBJECT TO BE ADDRESSED TO:

THE SECRETARY
INDUSTRIES ASSISTANCE COMMISSION
PO BOX 80
BELCONNEN ACT 2616

TELEPHONE INQUIRIES
TO BE DIRECTED TO:

ROSS CAMPBELL
(062) 64 3079
ISHER SEKHON
(062) 64 3335
COL GARDNER
(062) 64 3078
TELEX: INDCOM AA62283
FAX: (062) 531186

The Treasurer has asked the Commission to conduct an inquiry and to report by 30 June 1989 on the travel and tourism industries. The reference requires the Commission to identify and report on factors affecting the development of the industries, including major impediments to competitiveness and efficiency. The terms of reference are reproduced at Attachment 1. A joint statement by the Treasurer and the Minister for the Arts, Sport, the Environment, Tourism and Territories is also contained in that attachment.

This reference has arisen as part of the Government's approach towards structural reform in the Australian economy. Travel and Tourism is one of three broad-ranging inquiries currently being carried out by the Commission. The other two, into International Trade in Services and into Government (Non-tax) Charges, may also cover issues relevant to the travel and tourism industries.

Participation in the Inquiry

Who should participate?

Any person or organisation with an interest in the travel and tourism industries is welcome to participate in the inquiry.

The Commission is interested in gathering information and receiving submissions from a wide range of interested persons on any issues which they see as being relevant to the terms of reference.

If you are able to assist the Commission with such information, if you wish to make a submission to express your views, or if you would just like to be kept informed of the future progress of the inquiry, please complete the form at Attachment 2 and return it to the Commission. The early return of the form would be appreciated.

The Commission would also appreciate this circular being brought to the attention of others who may be interested in the inquiry but who may not be aware that it is underway.

What issues could be discussed?

The terms of reference are very broad in their scope. Paragraph 2 requests the Commission to report on factors affecting the development of these industries, including major impediments to competitiveness and efficiency.

These factors can include the policies and regulations of governments - Commonwealth, State and Local; relations between the various levels of government; and issues arising from the structure and behaviour of the industries themselves.

Areas which can be significant include:

The Transport Industries

- . international aviation regulation, including landing rights and charter policy;
- . the structure, competitiveness and regulation of interstate and intrastate passenger aviation, including the effects of the changes arising from the announced termination of the two airline policy;
- . infrastructure issues, such as the availability, quality and pricing of airport facilities;
- . the regulation and structure of other passenger transport, including coach, rail, shipping and car rental;
- . the adequacy of, and funding and charging policies towards, roads and other surface transport infrastructure;
- . the very fast train; and
- . the impact of taxation measures, including the implications of the changes to the fuel excise as announced in the May Statement.

The Tourism Industry

- . the structure of the industries providing accommodation, food, attractions and other tourism services;
- . domestic demand for tourism services;

- . overseas demand for Australian-produced tourism services;
- . visa issue rules, passenger clearance procedures and other Customs, immigration and health issues;
- . labour issues, including labour retention rates, Award structures and penalty rates;
- . the acquisition of skills, whether by education and training - for example, at educational institutions or through in-house programs - or by immigration of already skilled personnel;
- . investment in the industries, from both domestic and foreign sources; and
- . the impact of specific taxation measures, such as payroll tax, sales tax (including duty free provisions) and the departure tax.

The Impact of Tourism

- . its economic impact, both economy-wide, and in particular regions and locations;
- . its cultural and social impact on Australian society at large, on local communities, and on particular groups such as Aborigines;
- . its environmental impact; and
- . the adequacy of current institutional arrangements for the dealing with these issues where conflicts arise.

In their submissions participants might comment upon some or all of these issues. The list is by no means complete, and participants are invited to identify and comment upon any other issue which they consider to be relevant.

Inquiry Timetable

The Commission will undertake a number of industry visits and discussions during the next few weeks to help it identify and understand the key issues for this inquiry.

It has sought approval from the Treasurer to hold an initial round of public hearings to permit these issues to be discussed publicly, and to provide a forum for interested parties to make their views known. The Commission intends to hold these hearings in a number of locations beginning on 15 August. Details of times, dates, locations and procedures will be provided in later circulars.

In the following months, the Commission will prepare a draft of its report based on submissions, information gained from the public hearings and from visits, and from its own research. This draft report will be provided free of charge to any interested party.

Participants will then be given time to consider the Commission's views and proposals contained in its draft report. A second round of public hearings is tentatively scheduled for March to permit public discussion of the matters contained in the draft report and any other relevant matters.

The Commission will then prepare its final report, which is required to be completed by 30 June 1989.

To summarise, the Commission has scheduled the following stages of the inquiry:

- . Initial industry visits and discussions July 1988
- . Written submissions for discussion
at public hearings to be lodged
with the Commission prior to the hearings August 1988
- . First public hearing (to identify
and discuss key issues) beginning 15 August 1988
- . Draft Report to be released to the
public December 1988
- . Written submissions by participants
who wish to comment on the Draft
Report to be lodged with the Commission
prior to the hearings March 1989
- . Public hearings on the Commission's
Draft Report March 1989
- . Final Report to be forwarded to
the Government 30 June 1989

Further Information

If you have queries concerning any aspect of this inquiry please contact any of the officers referred to at the head of this circular.


L F Milkovits
Secretary

ATTACHMENT 1

INDUSTRIES ASSISTANCE COMMISSION ACT 1973

I, PAUL JOHN KEATING, in pursuance of Section 23 of the Industries Assistance Commission Act 1973 hereby:

1. refer the travel and tourism industries to the Industries Assistance Commission for inquiry and report by 30 June 1989
2. request the Commission to identify and report on the factors affecting the development of the industries including major impediments to competitiveness and efficiency
3. specify that the Commission shall be free to take evidence and to make recommendations on any matters relevant to its inquiry under this reference.

P.J. KEATING
THE TREASURER

BYRON SHIRE TOURISM PLAN

LUDWIG RIEDER & ASSOCIATES PTY. LTD.

in association with

Beresford International
Plan Team
Environmental Landscapes

JULY 1988



BYRON SHIRE TOURISM PLAN

EXECUTIVE SUMMARY

The Need for a Tourism Plan

Tourism is set to become the North Coast's major growth industry during the rest of the 1980's and in the 1990's. Byron Shire, because of its unique attractions and locational advantages which already support a sizeable tourism infrastructure, is one of several locations on the North Coast that is regarded by the State Government as ideal for further tourism development.

While at a state level, the main goal is to encourage the development of projects that will enhance the competitiveness of N.S.W., at a local level, the main priorities for tourism are to maintain the uniqueness of the Shire as a place to live in, to work in and to visit while expanding small business income, employment and community leisure opportunities.

These objectives can be reconciled in the Shire. To achieve this, it is necessary to positively manage the direction in which tourism is developed and promoted.

Constraints and Opportunities

The main constraints affecting the capacity of the Shire to attract new markets are:-

- * the highly seasonal pattern of visitation leading to significant underutilisation of tourism and related plant in the Shire;
- * the highly fragmented nature of tourism promotion and poor visitor servicing levels;
- * the limited capacity of the Shire's infrastructure services to handle large scale tourism developments in the short to medium term;
- * inadequacy of the existing town and sub-regional centres from a visual, architectural, landscaping, traffic and parking point of view;
- * the limited nature and scope of food, beverage, retail and entertainment facilities in the Shire;
- * the small scale budget orientated and undercapitalised nature of its tourist accommodation plant;
- * lack of direction as to where and when larger scale development can take place.

Since infrastructure is the key constraint on major growth over the longer term, it follows that in the short to medium term, the main thrust of a tourism plan for the Shire should be directed to consolidating the existing and emerging pattern of tourism with particular emphasis on:-

.....2/

- improving the utilisation of existing facilities by tapping markets that will visit the Shire out of season and use fully serviced tourist facilities;
- better organising and focusing the tourism promotion and servicing effort.

In the medium to longer term, the main thrust should be directed to expanding the Shire's infrastructure capacity to handle the expansion of tourist accommodation and attractions initially close to or within existing centres and at a later stage, in integrated resorts away from the existing centres.

Recommended Programme

The following schedule sets out the basis of a tourism plan of action over the short, medium and longer term which is practical having regard to the infrastructure and environmental limitations facing the Shire.


Projects

Central to the success of the proposed plan is the development of key projects that will: attract new markets, travel to the Shire out-of-season and enhance tourism's contribution to the Shire and the State. Some examples of the type of projects which the market could support are identified below.

PROJECT DESCRIPTION	SHORT TERM TO 1990	MEDIUM TERM TO 1993	LONG TERM +
*Sandhills Estate Village Resort	-----		
*Forest Wilderness Lodge		-----	
*Brunswick Heads Fishing Co-op Fishermans Wharf		-----	
*Tourist Information Centre and Coach Terminal	-----		
*Home/Farm Hosting Network	-----		
*Byron Lighthouse Day Visitor Attraction	-----		
*Extension to Byron Trail System	-----		
*Booyong Ecology Centre	-----		
*Integrated Resorts			-----
*Urban Landscaping	-----		


The following map shows the main tourism zones of the Shire, together with the type and location of developments which should be considered in these.

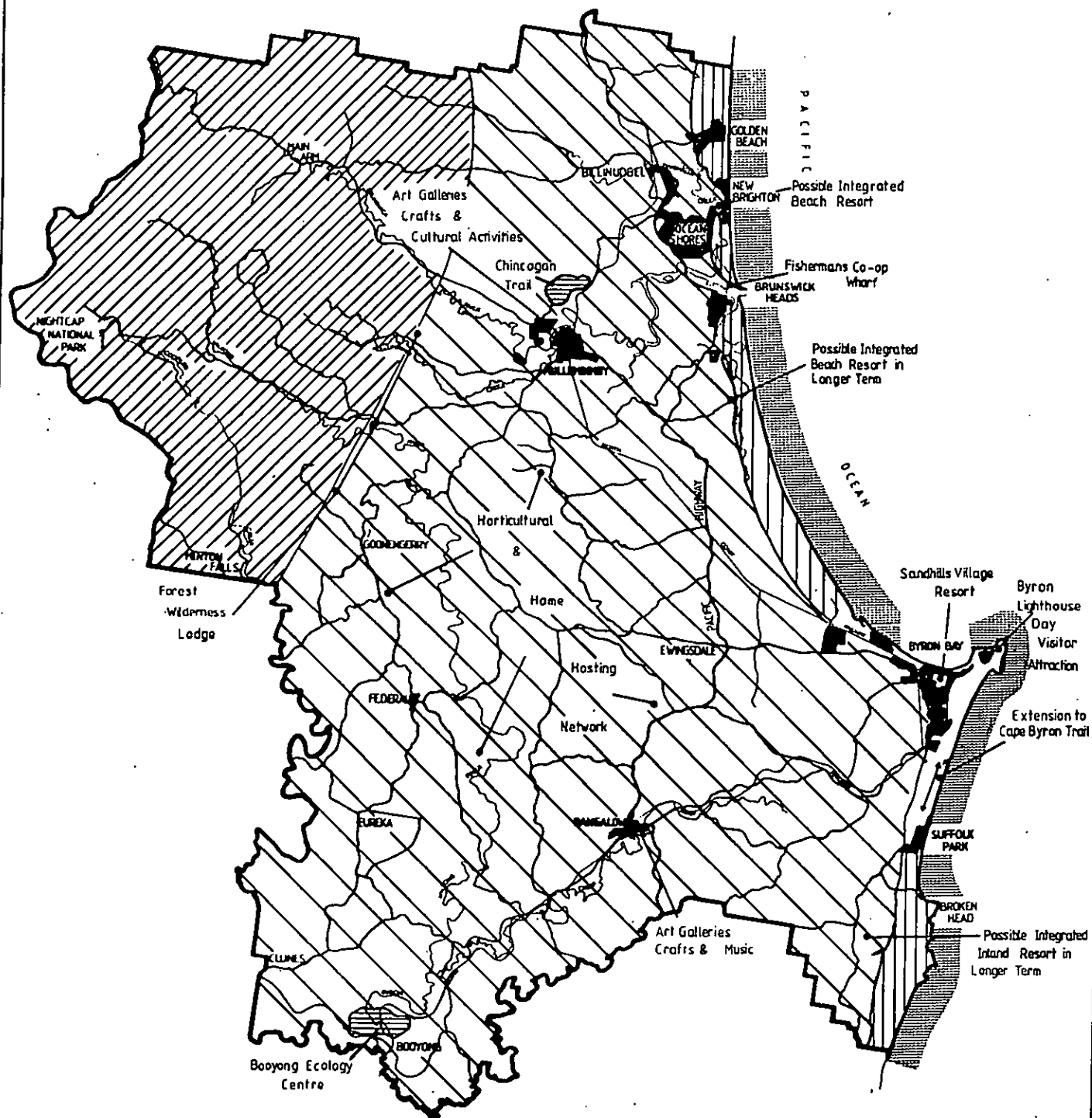
.....3/

 NATURAL COASTAL AREAS

 RURAL AREAS

 EXISTING URBAN CENTRES

 HINTERLAND WILDERNESS AREAS



Tba

NATURE CONSERVATION COUNCIL OF NSW

THE NATURE CONSERVATION COUNCIL OF NSW
176 CUMBERLAND STREET,
SYDNEY, NSW 2000.
PHONE: (02) 27 2228/27 4206. TELEX AA24041
Fax: (02) 27 1206 "Attn: NCC"



16th August 1988

Dear Member Society

re: Tourism and the Environment

You have already received a copy of the Nature Conservation Council Policy on Tourism. This letter is to update you on several relevant items of interest.

Obviously, tourism development in the sensitive coastal and mountainous regions in NSW is becoming of increasing concern to conservationists. Tourism activities are also expanding rapidly in the inland areas, e.g. along the Murray Darling River system, in the regions of Broken Hill, Tibooburra and Lightning Ridge.

The NCC is making vigorous representations to the NSW Premier and to the federal Minister, Senator Graham Richardson.. We will be appearing at the IAC public hearing on Travel and Tourism in Sydney on August 18th.

On the back of this letter you will see details of 3 inquiries that you may wish to seek documentation from or participate in at some stage.

"The Draft Environmental Guidelines for Tourism Developments" (prepared for the W.A. Tourism Commission and the E.P. Authority) is HIGHLY recommended.

The federal Department of Arts, Sport, Environment and Tourism is also doing a study (contact Frank Downing).

And, finally, the NSW Department of Planning appears to be initiating a study - although no terms of reference have been set and no public input is being sought, at least at this stage.

NCC would appreciate being kept informed of tourism developments that are likely to adversely affect the environment. Any good news stories will also be welcome.

Yours sincerely

Judy Messer
CHAIRPERSON



PUBLIC COMMENT

DRAFT

Environmental Guidelines for Tourism Developments in Western Australia

The Western Australian Tourism Commission in consultation with the Environmental Protection Authority, commissioned Brian J O'Brien & Associates to prepare a set of Environmental Guidelines for Tourism Developments in Western Australia that:

- can be used by developers
- are acceptable to statutory authorities
- will be favourably accepted by the public
- will attract tourists and developers alike while ensuring environmental attractions are protected.

The guidelines have been prepared to assist developers in meeting environmental standards. The guidelines are aimed at combining tourism and the environment in a manner that would be beneficial to both.

The Western Australian Tourism Commission and the Environmental Protection Authority are now considering the draft report which is being made available for public comment until 23 September 1988.

Copies of the report are available for perusal at:

Western Australian Tourism Commission
11th Floor, 16 St Georges Terrace, Perth, WA 6000, or

Environmental Protection Authority
1 Mount Street, Perth, WA 6000, or

at any Local Government Authority library in country areas.

Copies of the report may be purchased from the Western Australian Tourism Commission at \$10 each.

Written comments should be addressed to:

EGTD — Public Comment, Western Australian Tourism Commission, GPO Box X2261, Perth, WA 6001.

Enquiries should be directed to Mr Terry McVeigh at the Western Australian Tourism Commission. Tel: (09) 220 1700. Telex: 'WATOU' AA93283. Fax: (09) 220 1735.

Western Australian Tourism Commission



**INDUSTRIES
ASSISTANCE
COMMISSION**

INITIAL PUBLIC HEARINGS

Start
W St.
Aug 4 **Travel and Tourism** 1988, 5

The Commission will hold an initial round of public hearings for its inquiry into travel and tourism to encourage discussion of the major issues and to allow interested parties to make their views known in a public forum.

The hearings will be held at the dates and places set out below:

SYDNEY

Commencing 10.00 a.m.
Tuesday 16 August 1988
IAC Public Inquiry Room
16th Floor
59 Goulburn Street, SYDNEY NSW

BRISBANE

Commencing 10.00 a.m.
Wednesday 24 August 1988
Theatre
Lower Ground Floor
Commonwealth Government Centre
295 Ann Street, BRISBANE QLD

MELBOURNE

Commencing 10.00 a.m.
Tuesday 30 August 1988
IAC Public Inquiry Room
Concourse Level
Building E
World Trade Centre
Flinders Street Extension,
MELBOURNE VIC

Public hearings may also be held in Perth, Adelaide, Hobart, Darwin and Cairns if there is sufficient demand. The Commission will advise interested parties in due course if hearings in additional venues are to be held.

If you are interested in making a submission to this inquiry and have not as yet notified the Commission, or you wish to find out more about the inquiry, please contact one of the officers named below as soon as possible.

Ross Campbell	(062) 64 3079
Isher Sekhon	(062) 64 3335
Col Gardner	(062) 64 3078

TELEX: INDCOM AA62283
FACSIMILE: (062) 53 1186
POSTAL ADDRESS:

The Secretary
Industries Assistance Commission
PO Box 80
BELCONNEN ACT 2616

ABI-10/88

SMH
Aug 13
88
2p



**PARLIAMENT OF THE
COMMONWEALTH OF AUSTRALIA**

**Senate Standing Committee on
Environment, Recreation
and the Arts**

Australian Tourist Industry

The Senate has referred the following matter to the Committee for inquiry and report:

1. The role of the Commonwealth Government in the further development of the Australian tourist industry with particular reference to:
 - (a) the environmental impact of tourist developments, particularly in coastal regions and national heritage areas; and
 - (b) the co-ordination of foreign tourist development strategies between the States.
2. The role of foreign investment in tourist developments and the net benefit to Australia of overseas tourism.

The Committee invites any interested persons or organisations wishing to express views on matters relating to this reference to lodge a written submission with:

The Secretary
**Senate Standing Committee on Environment,
Recreation and the Arts**
Parliament House
CANBERRA ACT 2600

by Friday 30 December 1988. The Committee will consider all submissions and may invite individuals and organisations to give supporting evidence at public hearings. Further information and notes to assist in the preparation of submissions are available from the Secretary to the Committee on (062) 77 3525.

NEW CONTACT NUMBERS

FOR THE BTR...

... FROM 21 NOVEMBER 1988

Statistical Inquiries	- (062) 741716
Publications	- (062) 741718
Survey Manager	- (062) 741715
Strategic Research Manager	- (062) 741722
Director	- (062) 741710
Switchboard	- (062) 741111

Our fax number and postal address will remain unchanged (see below)

KEEP THESE NUMBERS - AND KEEP IN TOUCH!

BTR NEWSBRIEF

New Publications

'Tourism & the Economy' June Qtr 1988 \$10 or
A new bi-annual series based on \$20 pa
Occasional Paper No. 2

'Australian Tourism Forecasts -
International Visitor Arrivals' \$10

Publications Expected in late '88 and early '89

(Existing titles which are forwarded to current subscribers on publication)

'BTR Tourism Update' (September Qtr., issued 3.11.88)

'International Visitor Survey Summary 1986'

'Domestic Tourism Monitor Summary 1986/87'

'Tourism Statistical Review 1987'

'Tourism Trends 1988'

'Tourism & the Economy' December Qtr 1988

'BTR Tourism Update' December Qtr 1988

MAILING LIST UPDATE

Have we correctly addressed this circular to you? Due to the rapid growth of our mailing list, it currently needs editing. If there are any changes you would like us to make, please send them (with the old mailing label if possible), to us :

Publications Section
Bureau of Tourism Research
GPO Box 787
Canberra City, 2601



T6a

C/- 'The Big Scrub'
Environment Centre, Inc.
88A Keen Street,
Lismore. 2480.

6th September, 1988.

Dr Stephen S. Clark,
Macquarie University,
Sydney. 2109.

Dear Dr Clark,

Thank you for your note of 1.9.'88 requesting copies of publications dealing with tourism, coastal development and the environment. Please find attached:

* "Tourism and the Environment" - a position paper prepared by the North Coast Environment Council in response to a Discussion Paper on the Future of North Coast Tourism Development prepared by the NSW Tourism Commission under the then Labor Government.

* "Tourism and the Conservation Movement" - the proceedings and papers presented by members of the conservation movement at a special conference of the same name. This book also contains the Policy on Tourism adopted by the Nature Conservation Council of NSW.

* "Tourism and Open Space" - a paper prepared for a seminar "Liberties, Limits, and Liabilities - Legal Issues in Recreation and Management" held by the Royal Australian Institute for Parks and Recreation, (R.A.I.P.A.R.);

* "A Conservation Perspective on Tourism in National Parks" - a discussion paper prepared for a N.P.W.S. Seminar "National Parks and Tourism";

* a summary "Tourism Impacts on Coastal Resources" which describes the negative, and often overlooked costs to the environment of coastal tourism development.

I hope these papers may be of use to you for your students or for any additional research which you may undertake. Please acknowledge the source material if you do use these publications.

Thank you for your interest and inquiry.

Yours sincerely,
For the Land...

J.R.Corkill
Vice-President.

KEEP FINGAL SPECIAL

FEDERAL

FEDERAL INDUSTRIES ASSISTANCE COMMISSION
TRAVEL AND TOURISM

SUBMISSION

by

DR ANTHONY JORDAN

FRIEND OF FINGAL

(Brisbane, 16/11/88)

I am DR. ANTHONY JORDAN of 11 Bambery St, Fingal Head, the northernmost coastal village in N.S.W. I am a registered medical practitioner in Queensland and work as the Director of the Gold Coast Child and Youth Guidance Clinic - a position that I feel gives me a special concern for, and view of, the future.

I hope I am not incorrect in presuming that the Commission has been mainly hearing formal and sophisticated, if not somewhat dry, reports from various important organisations. My report is simple and hopes to remind the Commission of the view of the ordinary people of Australia.

I speak as a Friend of Fingal - a looseknit international group of people whose aim and objective is the stewardship of the Fingal Peninsula.

** SEE 1

I began living at Surfers Paradise in 1949 and my family home moved to the upper Currumbin Valley ahead of tourist development when I was a teenager. I have since moved to Fingal Head. As an adult, I travelled extensively for years in South-East and Subcontinental Asia.

I am not a greenie but my hobbies include natural sciences such as astronomy and birdwatching.

I love my village. I love my Nation. I am Australian. I call my friends "cobber".

I understand the economic needs for tourism, and enjoy welcoming tourists to my house and table. However, I am saddened to the core of my heart about what is happening to my country, and especially our coastline - the beaches that had no equal in the world. They have always been the pride of our nation. They have contributed to our national heritage and quality of life.

It is the special quality, the unique characteristics of a country or an area that the tourist seeks.

As the French travel writer Nicole Roucheux says, "tourists are curious about our culture, customs, flora and fauna". Paul Hogan's outstanding success in marketing our nation was on the basis of its special features - our "Australianess".

Huge, impersonal, total destination, tourist resort complexes, spreading like an unthinking disease, have a sterile sameness of similar developments at the Gold Coast, Hawaii, Florida and other parts of the world.

These megaresorts are pouring concrete over the essence of our nation. I have no confidence in the economic future of a ubiquitous glut of ordinariness. The resorts are on such a scale as to demolish entire villages ^{and} ~~with~~ their evolved medley of architecture and historical charm and character. To be replaced, in our time, by the triangles of lattice with round holes of post-contemporary neoclassicism, peach-rendered concrete, flags and compulsory, brick-boxed, exotic palms that our birds reject.

As I talk to tourists visiting my village who have momentarily escaped the disappointment of their pidgeon-holed Gold Coast holiday, I hear of a growing disillusionment with the dehumanising, total concept, phantasy holiday centres that detach one from the real environment. Mr. Keith Williams, megadeveloper of Sea World and Hamilton Island, recently stated that 99% of Qld. coastal resorts are floundering in the red because of a growing glut and future oversupply.

The process of development is also unfair and unAustralian. It is facilitated by State and Local Governments "selling off the farm" for short-term debt relief. Closed door Government deals are negotiated. Government Departments contradict each other and make false statements.

Years of planning are thrown out the window for a buck — as Public Parklands and Environmentally protected areas are rezoned. Strong suggestions of Government graft and corruption involving developers are in the headlines.

Local residents and community associations are denied input in the decision-making process.

The next stage is a continuum of coercion that culminates in an exodus of permanent residents inland a few miles to less attractive areas, like Ashmore and Bundall at the Gold Coast. The prime beachside land becomes the glitter strip. Absurd rationales are put forward for forcing the traditional populace out. Generally mentioned are jobs, progress and benefits for everyone. Often it is claimed it will "clean up" the district. At Kirra it was to get rid of "druggies"; It will solve the problems of the homeless, street kids and other social problems.

Earlier in my professional life, I was an Australian authority on illegal drug use; at present I am well acquainted with the social and welfare problems of the Gold Coast. There is no evidence that high density tourist development solves these problems — one has only to look to Kings Cross and Surfers Paradise.

Devoid of permanent residents, the tourists have no opportunity to observe the real Australian culture and ways; no way to meet us. The most memorable highlights of my own travels were the times we were invited into

the very homes of locals, and at times the compliment of being asked to share food at their table. These wonderful enriching, educational experiences of culture and custom will be denied our visitors as they will not meet us. Certainly they will meet hotel staff, drivers, tour guides etc - but that is the culture of tourism, not Australia.

The bars, umbrellas, palms and paving of the resorts do not favour our fauna. I do not mean the remote, unusual fauna such as the platypus or lyrebird that often Australians only see on T.V. I mean the beautiful morning chorus of our common magpie and butcher bird, the blue tongue lizard sunning on the back porch and the mullet jumping in the sunset. Our visitors are interested in what to us are everyday, ordinary phenomena.

Besides enriching experiences, the tourist also seeks relaxation. For most of us, in our hearts we know, this often includes getting away from it all. Getting away from the stress, the noise, the pace, the fast lane, to a quiet spot. Just to ooze in our favourite old clothes and hat and do whatever. Unspoilt places with a sense of remoteness, are important in this respect, places of anonymity where we don't have to present a social image, a facade - places free of pressure. And further, places of quietitude, places to gather our thoughts, to reflect, to gain perspectives, to set directions. The need for remote natural surroundings to harness one's mental energies is a theme that pervades so many religions and philosophies including Christianity and the Dreamtime.

Working in my field helps me to consider the experiences and perspectives of children. Recently my 5 year old nephew

from Los Angeles spent 2 weeks with us. The highlights of his holiday included seeing a green frog and a rainbow, both of which he had only seen illustrated in story books. Are we to lose our frogs and rainbows?. Will our grandchildren only read of them in books?.

I have been harsh on tourist resorts. I know how to have a good time with a martini in a casino. We need resorts, but we don't need them everywhere.

Careful planning is needed; not ad hoc erratic destruction of the best of our country. Areas for intense tourist resort development can be planned and zoned. Other areas need permanent, irrevocable, long-term protection for Public Open Space, Reserves for Public Recreation, Environmentally Protected Areas, Nature Reserves and the like. Most places have these plans and zones, but the plans do not pass the test of the developer's dollar.

In the non-resort areas there are economic alternatives ^{the} to employment opportunities and the multiplier effects [^] so freely touted by developers. In many instances, kiosk-type businesses and camping or cabin accommodation would return rentals to Local or State Government for maintenance. Local people would have their own businesses in transport, tour guiding, hiring, souvenirs, food, beverages, etc.

In some regions the larger tourist accommodation centres might be set some miles back into the hinterland - especially where farmers are struggling to get by. The tourists could be transported to the Australian coastal villages and our beaches by bus, river or private vehicles - buying our local products on the way.

The economy of the coastal villages (which would retain their special Australian character) would depend largely on the day tripper and backpacker. Mr. Terry White, Qld Liberal economic spokesman recently described day-trippers as the bread and butter key to continuing success in tourism, as they spend \$1100 million annually in Qld alone. Mr. Muntz, Qld's Tourism Minister, very recently stated the importance of backpackers, ^{saying} ~~as~~ they no longer travel on a shoestring budget, but carry credit cards and a bundle of travellers cheques.

The daytrippers would come from the existing regional or nearby urban centres, the hinterland larger tourist accommodation centres, or the areas of beachside tourist megaresorts built in appropriately planned places.

The backpackers might well be accommodated in unpretentious cabins or hostels in the planned, non-megaresort, beach-side villages.

The coastal village residents would have their own businesses drawing dollars from the tourists - they would be independent and proud. If total destination, multistar, huge resorts are built everywhere, the dollars will be sucked from the tourists through faraway directors and boardrooms to goodness knows where. The residents will become employed servants - and I say this with ^{due} admiration of the catering and hospitality industry.

It is beyond the scope of my submission to detail controls for the daytrippers to prevent inappropriate impact on the environment. Such as boardwalks to protect Nature Reserves etc. ^{which} ~~are~~ are successfully in place in locales such as Townsville.

No place epitomises or presents a microcosm of what I am saying more than my village of Fingal Head. It and its environs are so special in so many ways.

The ancient Mt. Warning volcano spilled its Giant's Causeway into the sea there. Pooningbah or Fingal is rich in aboriginal sites of great historical significance. It has a rare littoral rainforest of 100 species including the world's only viable population of an endangered rainforest tree species. It has environmentally protected unique wetlands. It has a geographically unique Spit Peninsula. Fingal Head was named Point Danger by Captain Cook. Oxley's crew described it as beautiful beyond description. It's Tweed lighthouse is the oldest building in the Tweed Shire. It has an important Aboriginal and Islander Community. Its beach is called Dreamtime. Local and State laws describe Fingal Head village as having a special character of its own that should be maintained for the future. It's a great spot for tailor, ^{for} and goofy-footed boardies when a northerly's blowing.

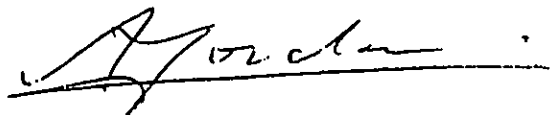
The southern sprawl of the Gold Coast into N.S.W. could end all this. Developers are poised to obliterate my village from the face of the map of Australia. The decisions leading to this situation have not been open, honest or sensible. To add insult in this Bicentennial year; in the name of tourism, parts of the proposed development are in two of your and my public parks - not just disused Crown Land but Reserves for Public Recreation. We will lose our village greens as well as our village.

If it, and the proposed developments south at Kingscliff, Cabarita, Pottsville, Wooyung, New Brighton and Broken Head proceed, there will be no bushland by the beach on the mainland for at least 3 hours drive North or South of the Gold Coast. No beach to go to for a fair dinkum day at the beach with the kids and the umbrella, the mates and the esky or a blanket and a sheila.

I cry for my country.

Thankyou, I hope I have not wasted the Commission's time.

SIGNED:



DR. ANTHONY JORDAN M.B., B.S.

(FRIEND OF FINGAL)

9/11/88

NATURE CONSERVATION COUNCIL OF NSW

THE NATURE CONSERVATION COUNCIL OF NSW
39 GEORGE STREET,
SYDNEY, NSW 2000.
PHONE: (02) 27 2228/27 4206.
FAX: (02) 27 1206 "Attention NCC".



23rd December 1988

Dear Member of Parliament,

TOURISM DEVELOPMENTS ON THE NSW COASTLINE

The Nature Conservation Council of NSW wishes to re-affirm its strong concern regarding the negative cumulative impact of tourism and associated developments on the NSW coastline.

On November 12th, the Council held a Coastal Development Seminar in order to facilitate communication between conservation organizations, local community groups and government agencies. The seminar was very well attended with representation from all areas from Fingal Head to the far South Coast.

The following resolutions were passed unanimously:

A. Preamble

This conference believes that:

- (1) There is a tidal wave of developments breaking on the NSW coastline.
- (2) This development has been encouraged by the Greiner Government and its policy of leaving state planning and land use decisions to local government.
- (3) This development is accompanied by a number of disgraceful policy decisions and proposals by the State Government such as:

- . sale or lease of reserves for public recreation to developers.
 - . proposals for extensive sale of coastal crown lands.
 - . refusal to transfer adequate state forest lands to coastal national parks.
 - . issue of offshore petroleum exploration licences and aggregate licences without prior environmental impact studies.
 - . issue of exploration licences for beach-mining.
- (4) Much of the remaining natural or semi-natural coastline outside national parks is in danger of being swept away.

B. Location of Future Tourist Development

This conference believes that:

- (1) All future tourist development on the coastline of NSW should be located within the boundaries of the existing towns and villages.
- (2) All such development should be carried out with full public information and public involvement.
- (3) All other remaining private land on the coastline should be rezoned for coastal protection, free of tourist development, for future public acquisition.

C. Crown Lands

This conference calls on the State Government to:

abandon all plans for sale of Crown Land in the Coastal zone. This Conference believes that these lands belong to the general public not to the Department of Lands or any other Department to whom they are temporarily entrusted. The Greiner Government has no mandate to sell them. We further believe that the NPWS should have first option over all vacant coastal Crown Lands (including leasehold lands as their terms expire) subject to Aboriginal land claims. Where private uses are proposed for Crown lands this should only occur after public advertisement, public arguing and on the basis of leasehold not freehold.

In addition, environmental conditions should be incorporated on leases.

D. Total Catchment Management

That this conference calls on the State Government to:

- (1) give a high priority to the formation of Total Catchment Management Committees statewide and to support these committees with funds and draft legislation aimed at giving these committees the power to become a constructive force for environmental management of catchments as the unified natural systems which they are.
- (2) amend the Environmental Planning & Assessment Act to make it obligatory to prepare and/or exhibit the Local Environmental Study for before any Local Environmental Plan is exhibited, to allow reasonable public analysis of the background information available and add further information on which the Draft LEP can be prepared. This would help promote the implementation of the act.

E. Planning & Environment

This conference calls up on State Government to:

amalgamate the Departments of Planning and Office of Environment under the Minister for Environment.

In view of the strong principles and vigorous concern expressed in the above resolutions, Council finds it necessary to further reiterate its opposition to both the nature of the proposed tourism developments at Fingal Head and the manner in which the matter is proceeding. Council is firmly of the view that no such developments should occur where they will:

- . conflict with regional and local planning instruments.
- . involve the alienation of Crown lands and Crown reserves.
- . impact negatively on mangrove wetlands and littoral rainforest.
- . threaten endangered species.
- . threaten the estuarine ecology.
- . threaten the integrity and rights of the local Aboriginal community.

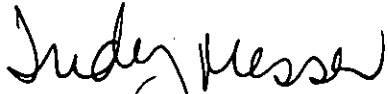
As all of these criteria apply to Fingal Head, it is clearly a highly inappropriate development. In addition, Council is further concerned that the State Government is overriding the principles of local government powers of determination, a principle that your government has strongly espoused before and since coming to office. While Council does not support this principle in toto (see Resolution A.(2)), it is most concerned that

it is being watered down for the purposes of promoting development rather than protecting the environment.

In summary, the Fingal Head proposal is a precise example of the "environmentally irresponsible tourist development" which the Coalition pledged itself to reject at the time of the State elections.

Council therefore calls upon the Government to re-assess its policy on coastal development as a matter of urgency. A failure to do so will surely mean the destruction and degradation of NSW's unique coastal heritage. Such a loss will not only deny the rights of future generations but will also erode the economic value of these outstanding landscapes in their role as prime tourist attractions. Council looks forward to your positive response on this vital issue.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Judy Messer". The signature is fluid and cursive, with the first name "Judy" and the last name "Messer" clearly distinguishable.

Dr Judy Messer
CHAIRPERSON

(This letter has been sent to all Members of Parliament with copies to conference participants and NCC Member Societies).

Mrs Lesley Wynne, Chairman N.S.W. Branch, Cattlemen's Union, has advised the nomination of Mr Terry Garner "Pleasant Plains" Blackman's Point via Port Macquarie as the additional delegate to the Saleyards Advisory Panel.

Council at its meeting held on 23rd June 1986 resolved to invite both the L.G.P.A. and Cattlemen's Union to nominate an additional delegate to the Saleyards Advisory Panel.

RECOMMENDATION:

That Mr Terry Garner be appointed as a member of the Saleyards Advisory Panel representing the Cattlemen's Union.

TOURISM
File T3-2

SUMMARY:

Reporting that the Tourism Commission of NSW has forwarded a discussion paper entitled "North Coast Tourism Development" and has sought Council's comments thereon.

A copy of the discussion paper is enclosed with the Agenda.

Representatives of the Commission discussed the Paper with Council officers on Monday, 21st July, 1986 whilst Councillor Evill attended a special meeting of the North Coast Regional Organisation of Councils on Wednesday, 23rd July 1986 in Coffs Harbour also called to meet with the Commission's representatives.

The Commission is seeking a response from Council on any or all of the following points:-

- 1 General impression on the direction and/or philosophy taken by the Report.
 - 2 Whether Council is in favour of tourism development (particularly "up-market" facilities and possibly on a large scale).
 - 3 Any sites Council may be able to identify that it considers would be ideally suited to "up-market" tourist development (these sites should be identified regardless of any constraints such as zoning, National Parks, State Recreation Areas, Lands Department, etc.).
 - 4 Any problems Council may currently have in attempting to develop tourist facilities (such as with Lands Department, etc.).
-

The Commission is looking to prepare a file on potential sites for tourist facilities, so that as they are approached by developers and investors they will have a variety of site options available to them.

RECOMMENDATION:

That the discussion paper be considered by Council.

Jim,

I understand
that they have had so much
flak over this paper as
watered down version
will appear in a
few days

Chris Lh



Tomlinson Beam

with compliments

Kempsey Shire Council

Civic Centre, West Kempsey, N.S.W. 2440

16/1/89

The Director,
Centre for Studies in Travel & Tourism,
James Cook University,
Townsville, 4811.

Dear Director,

Thank you for sending our Council
the first issue of "At the Centre"

Please find enclosed two recent
publications of this Council,
- "Tourism and Conservation Movement". This is a collection of
papers delivered at a workshop 5-7 July 1987, hosted by this Council;
- "Tourism and the Environment". Prepared by our Vice President
John Corkill it is basically a position paper.

We trust that some of the Research and
Development Services funds will find their way into researching
the problems and effects of tourism on the environment.

Yours sincerely,

J.L.O. Tedder,
Hon. Sec.



New South Wales Government



NSW Agriculture & Fisheries



Bruxner Hwy, Wollongbar NSW Australia 2480
Phone: (066) 240 200 Facsimile: (066) 281 744 Telex: AA66344

Forwarded with compliments

R.J. SMITH
Regional Liaison Officer

13/4/89

Australian Hospitality Section

Ham-fisted tourism developers doomed

By SHIRLEY LA PLANCHE

MORE than half the hotels and resorts being built in Australia will fail, according to leading tourism researcher Ms Jacqueline Huie.

Ms Huie, whose company, The Banks Group, joined forces with international tourism consultants Pannell Kerr Forster (PKF) last year to form PKF Banks, said developers must take a long, hard look at what they are providing.

"The more commercial, touristy and overt a place becomes, the less chance there is that it will still be trading in five years time.

"Tourism developments which meet the demand for the unique and different, but which become part of the environment instead of dominating it, will work," she said.

"Those that ignore the environment and impose their structure and style on that environment... will not.

"Take the subject back to when we were being brainwashed into the belief that in the 1990s we would have all this leisure.

"There were serious articles on how we had to be trained to use leisure. Instead we have a vacuum.

"You never hear anyone say they don't know how they're going to fill in their week, because time is more valuable than money these days."

Ms Huie said the tourism industry must accept that tourists are the people seen every day walking down the street.

There are no mystical happy families with masses of free time and big budgets to fill resorts; they are just ordinary Australians.

She said the prediction of five million overseas visitors to Australia by 2000 was probably accurate, but even this number would not fill all the rooms being built. Roughly 25 per cent of tourists in this country are Australians.

PKF Banks predicts that over the next 12 months, 50 per cent of new and existing accommodation properties will fail to meet their financial objectives.

The group's research shows that few existing hotels average an annual occupancy of more than 80 per cent and many resorts are running at levels as low as 12 to 13 per cent. Add to low occupancy the high cost of borrowing today and the tourism picture becomes shaky.

On top of these factors, Ms Huie said, should be added an increasing fragmentation of the marketplace,



Ms Huie ... 'We're moving into a renaissance age where creativity is god — not money'

which meant that major players such as five-star hotels would not only be in competition with other five-star hotels but with boutique hotels, all-suite establishments and serviced apartments.

"Everything in today's society is polarising... so is tourism," she said.

"Based on social and market research, people will want intimate, stylish properties such as Lizard Island, or complete towns like the Gold Coast."

'Occupancy levels as low as 12 per cent'

Ms Huie said tourists today were demanding a more authentic environment. When people went to the likes of the Costa Brava, for example, they didn't go to a tourist resort but to a place, a village.

"We're starting to realise this. For example, Yorkey's Knob at the top of Queensland started off as a tourist resort but is becoming a town with permanent homes, a little school, shops and a fire department.

"It will be a marvellous town based on tourist appeal, just as in the fu-

ture Surfers Paradise will be a big city with a nice beach.

"Over the next five years, you won't build for tourists because they won't come. If you have canals, you won't say 'This is a Venetian village', because that's a tourist concept. You should say: 'This is a community with water transport.' There will be entertainment, but the cute thing will be the water transport."

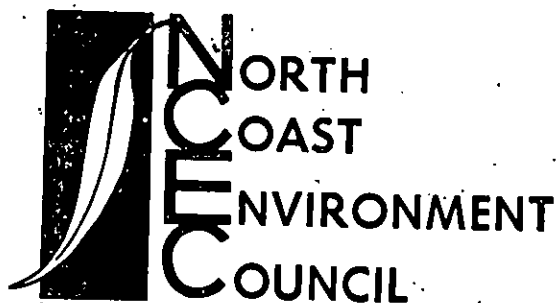
Ms Huie also predicts a growth of the stylish family-run places seen in France, where business may be good for only three days a week, but they will be very good days.

Much of her research is based on the trendsetters of today, who will be the mainstays of tomorrow. Characteristically, these groups will not put family travel high on their list. They will expect to be indulged, and informed, in the course of their vacation.

The education-tourism market is seen as one of the biggest trends for the future.

"We will recreate a lot of the things we lost during the horror years of the 1950s, when money was the goal and individuality was non-existent," she said.

"We are moving into a renaissance age, where creativity is god — not money."



16th December, 1988

Roger Clay,
Consultant,
National Parks and Wildlife Service,
P.O. Box 1967,
Hurstville. 2220

Dear Mr Clay,

RE: YOUR QUESTIONNAIRE ON N.P.W.S. ESTATE AND TOURISM IMPACTS

Please find attached a series of responses to the questions you posed to me over the telephone, in our recent conversation of 16th December, 1988.

These answers have been prepared following discussions between myself and the President of the North Coast Environment Council, Mr Terry Parkhouse.

These comments are not exhaustive and we wish to make it plain that the matters we have listed below are not the views of the North Coast Environment Council as a whole but are presented as an assistance to you in your study.

The Council will raise additional areas of concern as they are identified and as more members of the Council are consulted.

We would very much appreciate an opportunity to view and comment on your report when it is in an advanced draft stage, before its finalisation and publication.

Yours faithfully,
For the Land...

John Corkill,
Vice-President.

QUESTIONNAIRE ON N.P.W.S. ESTATE AND TOURISM IMPACTS

What is attitude of environment groups to commercial operators in parks? (please consider a range of things: tours, concessionaires thru to resorts...)

*No activity which threatens the the integrity of the natural values of any Park should be permitted.

*All activities should be the subject of a rigorous, rather than cursory, assessment of the likely environmental impact before any approval is given.

*Any activity (consistent with the above) which promotes the understanding of the parks natural values and which fosters an environmental protection ethos would be supported.

*Commercial operations should only be permitted in parks or reserves where a Plan of Management exists, and only in those parks where the Plan of Management indicates that use by commercial operators would be compatible with the Services management objectives for the park.

* As part of the licencing of operators, the Service should ensure that operators are aware of the appropriate use of the Park. Operators should be responsible for the proper training of their staff and be legally responsible for the behaviour or any damage incurred by their clients.

* Operators must be required to contribute at a level which reflects actual costs of upkeep and maintenance generated by the operators use. (see policy in Conservation and the Environment Movement).

*Environment groups are strongly opposed to any permanent accommodation being built in parks or Reserves.

What is attitude of environment groups to the National Parks and Wildlife Service?

Generally, we are extremely supportive of the role of the Service as conservers of the remnant natural environment, however this support is qualified by some criticism of the way the Service pursues this role.

What are its weaknesses?

We are concerned that:

- * the Service is understaffed and under resourced;
- * some members of the Service have the attitude that there are now enough reserves and that no further acquisitions should be made;
- * the Service often carries out works, including major works, in areas which have no Plan of Management, pre-empting the rational planning process and evaluation of the likely environmental impacts;
- * the Services' standard 30 page Plan of Management format is too stylised, too brief and does not contain detailed statements spelling out management actions, but instead features generalised platitudes;
- * there is a lack of consultation with community District Advisory Committees and a lack of genuine consideration of these committees views;
- * some members of the Service appear to be prepared to place use of Parks by people (e.g. tourists) above the critical and primary purpose of the Parks creation - the protection of natural values.

What are its strengths?

The Service has:

- * many highly qualified and dedicated staff who have great on the ground knowledge and experience;
- * published extremely useful and valuable educational materials for use in schools and within the general community;
- * an international reputation for the quality of its Parks as recognised by the World heritage Listing.

How might the Service change?

There is a danger that the Service may be placed under political pressure to become tourist resort managers.

The Service could change positively by reversing the negative trends identified in the comments on weaknesses above.

What are appropriate forms of recreation on Service controlled land?

Generally speaking, appropriate forms of recreation would be those activities which do not endanger the natural values of the park, which encourage a greater understanding and appreciation of the parks natural processes, attributes and values and which foster and environmental protection ethos.

e.g. guided walks, sensory trails, spotlighting, canoeing, rafting

What are appropriate facilities related to recreation and tourism on Service controlled land?

Visitor information centres, interpretative panels, signs, boardwalks, lookouts, toilets and picnic amenities, formed tracks, carparking, telescopes.
Not Appropriate, Hotels, permanent overnight accommodation, food outlets, visually intrusive structures, e.g. powerlines,

What significant natural areas have not been identified?

The North Coast Environment Council and its member bodies have identified a number of areas which need protection and incorporation into the Service estate.

Many of these areas have been proposed as new Nature Reserves or as additions to extant reserves.

Fingal Head	Round Mountain/Cudgen Lake
Wooyung	Mt Warning extensions
Cape Byron	Taylors Lake
Tygarah NR buffer extension	dry rainforests/Focal Peak region
North Lennox Heath	Ettrick area
Look at me Now Headland/Moonee Beach	
Bonville Beach/Bongil Bongil	Warrel Creek
Hortons Ck	Blackbutt Plateau

It appears that numerous of these areas have been blocked by other government departments.

In addition:

Broken Head environs	North Ocean Shores
North Newrybah Swamp	Tuckean Swamp
Big Scrub Remnants on privately owned land.	
Cumbebin Swamp	Belongil estuary

have been indicated as likely to have important natural values.

Do we know of any existing resorts or tourism activities which have impacted on the Services lands?

If so, in what way?

At this stage the major impact has been from the use of four wheel drive (4WD) vehicles in National parks, e.g. Yuragir NP, Crowdy bay NP, Arakoon SRA.

We are not aware of any current resorts having impacts on the Service estate. However, there are numerous proposals which are likely to have significant impacts on the Service estate in the near future e.g. Iron Gates in Richmond River Shire will affect the Bundjalung NP.

Tba

INC.

26
08/6/89

The Secretary,
Industries Assistance Commission,
P.O.Box 80,
Belconnen 2616.

Dear Secretary,

We would appreciate copies of the
following two discussion papers,

- The Environmental Impacts of Travel & Tourism, No 1
- Some Economic Implications of Tourism Expansion, No 2.

Yours faithfully,

James L.O.Tedder,
Hon.Sec.

INC.

21/6/89

Australian Tourism Industry Association,
GPO Box 461,
Canberra 2601.

Dear Secretary,

We would be interested to see a set of
papers presented at the seminar on 13 April discussing a
draft environmental code of practice for the industry.

Please let me know if you have copies
of our papers,

- Tourism and the Conservation Movement,
- Tourism and the Environment.

Yours faithfully,

James L.O.Tedder.
Hon.Sec.

T6a

INC

7/7/89

Executive Secretary,
Australian Tourism Industry Assoc.
GPO Box 461.
Canberra 2601.

Dear Mr/Ms Wapper,

Thank you for the copy of the draft environmental code of practice papers. I'm sure our Council will wish to make a submission on the draft.

Please find enclosed a copy of "Tourism and the Environment" and "Tourism and the Conservation Movement".

Yours sincerely,

J.L.O.Tedder,
Hon.Sec.



T6a

AUSTRALIAN TOURISM INDUSTRY ASSOCIATION LTD
(INCORPORATED IN VICTORIA)

NATIONAL OFFICE

Mr James L.O. Tedder
Hon. Secretary
North Coast Environment Council Inc
Pavans Road
GRASSY HEAD
VIA STUARTS POINT NSW 2441

Dear Mr Tedder,

Enclosed please find papers presented at the seminar on 13 April discussing the draft environmental code of practice.

We do not have a copy of your papers, Tourism and the Conservation Movement, Tourism and the Environment and would be pleased to receive them

Yours sincerely

PAT NAPPER
Executive Secretary

30 June 1989

- * Page 5, "Philosophy", the Council urges that a new leading point be added to "Philosophy", being:
 - "* To recognise the prime concern of tourism to be the wellbeing of present and future Australians".
- * Page 5, "Philosophy", the listed first point is totally rejected by the Council. In the opinion of the Council, development which is ignorant of its effects over time can never equal any activity which accepts long-term impact responsibility. The Council recommends that the point be amended to:
 - "* To recognise sustainable development and conservation as different expression of human use of the environment."
- * Page 5, "Assessment", first point, the Council recommends that the phrase "and adapt methods to minimise adverse effects.", be appended to the existing point.
- * Page 6, "Responsibility", second point, The Council again sees inappropriate implications in this point, similar to the comments made regarding "Discussion", page 3. The Code deals with accepted behaviour and goals with respect to environmental conduct. The second part of this point attempts to bind signatories to political (not environmental) action on the judgement of some person or body unknown. The Council believes that no further statement of binding responsibility is required beyond, "To obey current laws relating to tourism land use.", and urges the ATRI and the industry to so amend the point.
- * Page 7, "Public Interest", first point, the Council believes that the First Draft was more concise on this point and recommends that the First Draft version, being "To involve the public in projects which are perceived to affect the environment in a significant way", is adopted at this point.

The above comments are held strongly by the Council in the interest of a constructive, progressive and appropriate tourism attitude to environmental behaviour.

Additionally, the Council suggests the following wording changes in the interest of clarity of meaning:

- * Page 2, "Principles", point 3, remove the word "tourist-utilised";
- * Page 2, "Principles", point 4, replace "remedial actions for", with "actions to remedy";
- * Page 3, "Environmental Law", first paragraph, replace "effects on", with "requirements for";
- * Page 7, "Public Interest", second point, it is interpreted that this point reads "legitimate land uses", not "land users".

CONCLUSION

The Council welcomes the action by the ATRI and the tourism industry to address the source of past difficulties in relation to the inappropriate impact of some areas of tourism on the social and natural environment.

The Council supports the apparently genuine endeavour contained within the Second Draft of the "Environmental Guidelines for Tourist Developments".

However, the Council is seriously concerned by the avoidance attitude displayed in much of the Second Draft of the "Environmental Code". The "First Draft" displayed much more genuine attempts to deal with the goal of attitudinal and behavioural changes.

It is apparent to the Council that certain elements in the tourism industry view environmental legislation as a burden to be overcome, and environmental issues as unnecessary sidetracks from the path of developmental 'progress'.

The industry, and especially those elements displaying the above doggedness, are reminded that environmental issues are not merely stones in the path of development. We ignore environmental demands and limits to our own peril.

The Code will only be effective if the industry comes to accept the spirit of the goal of environmental sensitivity and the absolute need for real sustainable development.

North Coast Environment Council
Secretary. J. Tedder
C/- Pavan's Road,
Grassy Head via Stuart's Point 2441
(065) 69 0802

T6a

August 9, 1989

Australian Tourism Research Institute,
GPO Box 451,
Canberra ACT 2601.

Dear Sir/Madam,

Please accept our apologies for non-attendance at the semi on "Code of Environmental Practice for the Tourism Industry", held in Melbourne on August 14th. Severe financial constrain prevent our sending a representative to attend.

The Council is, however, vitally interested in and concern to contribute to the development of the Code of Environmental Practice.

Accordingly, please find enclosed the North Coast Environment Council comments and suggestions on the Draft Codes and Policies.

The Council would be pleased to receive further information and opportunity to contribute.

Yours sincerely,

Lisa Intema

for and on behalf of
the North Coast Environment Council.

North Coast Environment Council,
Pavan's Rd,
Grassy Head, via Stuarts Point 2441.
(065) 69 0802.

*Copy of original to NCF.
original to ATRI
copying facilities not good!*

*Regards
Lisa*

NORTH COAST ENVIRONMENT COUNCIL submission to the Australian Tourism Research Institute covering the Draft Papers entitled: "Environmental Code for Tourist Developments; Background for a Code of Environmental Conduct for the Tourism Industry; and Environmental Policy (Combined for all tourism use)".

The North Coast Environment Council welcomes the Australian Tourism Research Institute's formal acknowledgement of the absolute dependance of the tourism industry upon the environmental resource.

In the face of world wide degradation of natural and social environments, Australia's tourism will increasingly depend on our ability to offer a friendly and welcoming social environment, and a natural environment that is uncrowded and healthy.

The North Coast Environment Council offers the following comments and suggestions on the Draft codes and policy.

ENVIRONMENTAL CODE FOR TOURIST DEVELOPMENTS

The code (page 2) calls for greater environmental responsibility on the part of the whole tourist industry. The North Coast Environment Council supports this stance but argues that such maturity of attitude will largely depend on strong and courageous action on the part of peak tourism organisations.

While the Australian Tourism Research Institute has clearly accepted the long term dependance of tourism success on maintenance of environmental quality, developers themselves are unlikely to voluntarily submit to the long term interest needs of the industry.

Most developers have shown little willingness to step outside the limitations of short term market strategies. As a result, much development to date has been based on a "can do" rather than a "should do" approach.

The whole of the code relies absolutely on developers being responsible to the industry, having appreciation and knowledge of environmental factors, and being willing to prioritise environmental need over economic advantage.

It is a fact that the Australian tourism industry will flourish if care of the environment is given priority, and eventually individual developers will come to see this.

Whether this realisation occurs before, or as a result of, critical environmental degradation, will depend largely on the efforts of peak tourism organisations to educate the industry. The transition from purely opportunistic economic motivation, to a responsibility for the long term prosperity of the industry is essential, but is dependant on strong leadership by those organisations to both educate and enforce the codes.

Environmental and planning legislation currently prioritises procedural requirements for planning decisions. There is little decision-making weight attached currently to assessing the actual merit of proposals.

Therefore developments have been approved that may individually satisfy the assessment criteria, but are exploitative or result in over-use when viewed in a regional or larger area context.

The North Coast Environment Council considers that tourism development must conform to local environmental constraints, and further, that it is only by this approach that the natural and social tourism resources can be sustainably managed.

Optimal environmental management and conservation planning demands that proposals be considered in the regional context, and the "whole catchment" approach has greatest scientific validity. Such an approach begins from a regional data base of resources and sustainable use limits. Proposals are measured against the data base needs to produce planning decisions that are based on regional merit.

There is an urgent need for planning procedures to conform to standards of regional merit. The Council believes the tourism industry has a prime responsibility and self-interest to inform and encourage legislators in this regard.

The North Coast Environment Council considers that the effectiveness of the ENVIRONMENTAL CODE FOR TOURIST DEVELOPERS is totally reliant on the attitude of developers to the absolute dependence of tourism to the proximal, regional and national environment.

Therefore the Council believes that in order to bring the Code to effect it will be vital that peak tourism organisations:

1. actively awaken developers to their self-interested need to protect the environment, and to inform and educate accordingly;
2. support the national development of regional data base networks for use in land-use planning; and
3. argue strongly in favour of planning legislation on regional merit approach.

BACKGROUND FOR A CODE OF ENVIRONMENTAL CONDUCT FOR TOURISM INDUSTRY

The North Coast Environment Council supports the recurring themes of communication, education and community involvement, and protection of the environment as first priority. Much positive effect will accrue from such attitudes to the benefit of the tourism industry, community strength, and mutual co-operative development.

Therefore the Council strongly suggests that the C1 Code for Developers and Operators be changed to:

"Basically their code should relate to protection of the environment and sensitive conservation management of that part which they cannot totally preserve."

Additionally, the Council believes and suggests that this section now entitled "Background for a code ...", be elevated to a conduct code in its own right and be termed the "Code of Environmental Conduct for the Tourist Industry."

ENVIRONMENTAL POLICY (COMBINED FOR ALL TOURISM USE)

The Council is gravely concerned with certain aspects of this Draft Policy, and strongly suggests the following changes in order to maintain the constructive theme of the Draft Codes.

In the 'Preamble', the definition of conservation be altered to:

"Conservation can be defined as the management of sustainable development."

The Council considers that any serious concern for long term productivity of the industry must include such a conservation definition.

The Council finds the 'Policy' statement to be unacceptable. By placing economic growth ahead of environmental considerations, this section absolutely contradicts the fundamental premise that tourism is dependant on the environment.

Therefore the following amendments are essential:

"While social and environmental considerations are of greatest importance, economic constraints may also apply and the aim must be to arrive at a proper balance, but protection of the environment must retain first priority."

"Economic growth must be consistent and compatible with environmental protection."

In the 'Objectives', three amendments are necessary as follows:

- Item 1. to read, "To recognise development and conservation as complementary expressions of the process of human use of the environment."
- Item 4. to read, "To assess actual and potential project impact on the environment which may adversely affect human health, living resources, ecosystems or other aspects of the environment and act to minimise those adverse effects."
- Item 5. to read, "Congruent with development, protect species of flora and fauna and the habitat and protect and preserve natural and cultural areas of local, national or international significance."

The Council strongly argues that all the above recommendations for amendments to the ENVIRONMENTAL POLICY are necessary and critical to the fundamental premise of tourism dependance on the environment, and environmental care by the tourism industry will be conditional upon this premise being functional and prioritised.

CONCLUSION

The North Coast Environment Council consists of 30 local conservation and environment organisations from the Great Lakes to the Tweed Shire. The Council supports the orderly growth of diverse business and development interests to an optimum sustainable level.

The Council supports in principle the Draft Codes and Policy commented upon above and supports tourism developments and activities which are environmentally sensitive and sustainable.

The Council opines that long term productivity is dependant upon environmental protection and that such protection must be given first priority in any planning decisions.

STAR HOTELS A LUXURY

The Mintel report on Australia's tourist industry shows where local investors might be missing out

By ROBERT GOTTLIESEN

The Australian tourist industry is concentrating its development dollars on international standard hotels, but the industry could be passing over its greatest opportunity. According to the statistical research group Mintel, the neglected local tourism sector is much larger than the international tourism sector.

Most tourist promotions in Australia feature exotic, high-cost accommodation, usually priced out of the range of the local spender of tourist dollars. The gap between what the locals can afford to pay and the accommodation being provided is likely to be accentuated by the introduction of the fringe-benefits tax, which will mean more holidays will be paid for from after-tax earnings.

Many of the international hotels being erected cater for the increasing Japanese and US markets. According to Mintel, Americans at home have realised the

holiday market is much wider than that provided by international-standard hotels. Just as the restaurant industry has learned to provide different classes of service for different levels of spending, so in America there has been big growth in budget accommodation.

According to Mintel, efforts in Australia to tap the budget market have been small. If Mintel is right, there is an investment opportunity that Australia's tourism planners have yet to grasp.

Mintel's conclusions are included in an economic management report on Australian tourism, which looks at the facilities available and the number of tourists they serve. Mintel's analysis shows that in 1983-84 about 620,300 holidaymakers came to Australia and stayed a total of 16.7 million nights. This is from Bureau of Statistics figures, but the Australian Tourist Commission estimate is about six million nights higher.

The holiday share of international tourists is around three-quarters, which shows how important holidays are among international visitors. Nevertheless, according to Mintel, the number of Australian residents

holidaying around the country in 1983-84 totalled 6.6 million, or more than 10 times the number of international visitors. They sought 170.2 million nights' accommodation, or almost 26 nights per traveller, compared with 27 nights for international travellers, based on the Bureau of Statistics' figures.

But whereas international tourists ran up their nights basically on one trip, domestic tourists built their yearly total with trips averaging about four nights each. The Mintel conclusion that Australians make many short holiday visits is in line with the number of long weekends and flexitime arrangements.

The potential accommodation market is huge. Australians spent \$2696 million in 1984 on their holidays, including accommodation, meals and drinks.

International tourists spent \$1229 million, but that included \$345 million for fares paid outside Australia to estimate that by 1990 an additional 11,000 luxury hotel rooms will be actually spent in Australia on fares, accommodation, meals and so on. This is only about one-third of the amount spent by Australian residents on holidays in 1984.

According to Mintel, there were about

5000 hotels and motels in Australia in 1984, but only 3883 had accommodation facilities worth recording. They had 301,000 beds, or an average of 77 per hotel, suggesting that most are quite small. Mintel estimates that 1250 of these could be considered first-class hotels. These generally have facilities ranging from 150 to 200 rooms each.

The first-class segment of the market therefore dominates the number of beds available. Mintel says that at the top of the market the main luxury hotels in Australia influence the overall room rates, not only by setting the standard for others to follow, but also the limit below which alternative accommodation must position itself.

Mintel says that in 1984-85 big hotels in both Melbourne and Perth were likely to have higher rates than other capitals, with the highest being the Regency in Melbourne and the Merlin in Perth.

Cheaper rooms are likely to be found in the main Adelaide hotels, with the lowest being the Oberoi. Sydney's average in 1985 was \$105.30 per room, compared with \$119.60 in Melbourne.

Mintel says the present boom in hotel construction is changing the luxury market. Most recognised projections estimate that by 1990 an additional 11,000 luxury hotel rooms will be available, which will almost double the present supply. However Mintel claims this underestimates the boom. Projects in progress or likely to start suggest that at least 16,000 luxury rooms will be built over the next two years. About \$3.9 billion has already been committed to hotels, and \$2 billion worth of projects is under way.

Queensland has at least 19 important new hotel developments, Victoria and New South Wales have seven or eight each and Western Australia five.

All other states have one or two projects either under way or in detailed planning.

The enormity of this investment to satisfy the minority of the holiday market — and one that could be used less by domestic tourists in the light of the fringe benefits tax — represents an enormous gamble by the tourism industry.

On the basis of an international survey two years ago, Australian hotels are among the largest in the world. They are topped in the Pacific, where the huge corporations in Hong Kong and Singapore boost the average size.

The average daily room rate in US dollars showed Australian hotels among the more expensive in the world, although their occupancy rate, 69.7 per cent, is in line with the average.

continued page 85

from page 83

The increase in international tourism in the past year or so will have lifted occupancy rates in Australia, but the avalanche of new accommodation, with the present construction costs, represents an enormous hazard to the industry.

According to Mintel, the total number of hotel and motel beds in Australia, about 300,000, represents 32.2 per cent of the total Australian accommodation facilities.

The largest sector is holiday homes and flats, with 341,733 beds or 36.6 per cent of the total. The largest number of holiday homes is in Victoria, which has 33.6 per cent of the total, followed by New South Wales with 28.3 per cent. These of course are not always available to the general accommodation market.

The remaining categories are serviced apartments, which provide overnight accommodation for between \$70 and \$250. In Australia in 1984 there were 397 serviced-apartment blocks, with more than 11,000 units, many of which are budget accommodation. Blocks average 28 units, enough for at least 56 guests at one time. With three per unit this would provide for 33,000 tourists.

The greatest concentration of these apartments is in Surfers Paradise. Indeed, according to Mintel, Queensland has more than 50 per cent of all serviced apartments in Australia. Sydney comes next, with about 20 per cent.

While the serviced apartment is an alternative to first-class accommodation, it is only available in one area of the Australian tourist market, and in insignificant quantities.

Another alternative to first-class accommodation is provided by the Town and Country Pub Co-operative groups in Victoria and South Australia, which offer nightly rates of between \$25 and \$40. But the numbers of facilities are small. The Bed and Breakfast Australia organisation lists 111 facilities, mostly in New South Wales and Queensland.

In an effort to fill some of the gap between first-class and budget-priced accommodation, Australians have swung towards time-sharing facilities.

Surfers Paradise is the home of time-share. In 1977 one of the first time-share properties, the Cedar Lakes project, opened. By the end of 1984 there were 36 time-share resorts throughout Australia, providing 1192 units and 60,792 holiday weeks. Prices in 1984 ranged from \$2500 to \$10,000 per week, with \$5700 being average.

Sales in 1984 reached \$36 million dollars, a six-fold increase since 1980. However, by 1985 the industry was suffering from over-supply, 37 old resorts and 12 new ones being marketed. By August 1985 the Gold Coast alone had some 27,243 weeks of time-share projects

completed and only 16,246 sold. With more coming on the market, a price war developed.

In the absence of budget accommodation, caravan parks have become the most popular alternative in Australia. Compared with other options, they are prolific. By the end of 1984 there were 1873 caravan parks in Australia, providing an average of 109 sites each, plus accommodation in 4004 cabins and flats onsite. New South Wales and the Australian Capital Territory had the largest concentration.

Unless there is a change in the pattern of building accommodation, local travellers will need to rely on caravan parks. Apart from Queensland's serviced apartments, there is little to choose from.

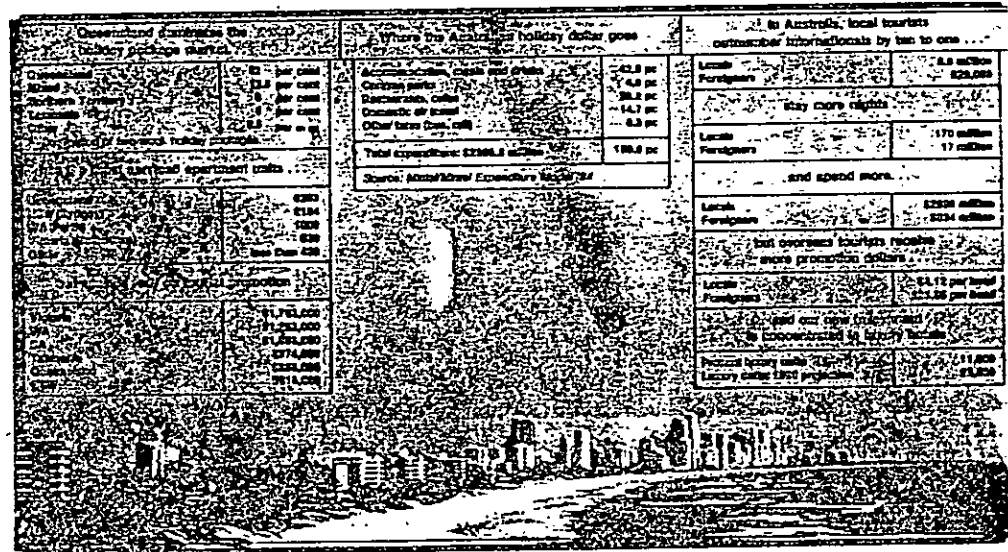
Some tour packages offer discounted accommodation. But because so much of the accommodation is based on first-class hotels and a high-cost interstate airline system, the packages are expensive. Mintel reveals that 62 per cent of the packages go to Queensland. Another 15 per cent cover Tasmania and the Northern Territory.

That leaves other states essentially out in the cold. In an almost hopeless position, the states not favored by such packages have tried to buy their way out of trouble. Victoria spent \$1.76 million in 1984 on intra-Australian advertising, according to Mintel.

Not surprisingly, this expenditure is not achieving a great deal. Mintel's research shows that in 1983-84 2.38 million travellers came to Victoria, compared with 2.32 million in 1980-81. NSW, which benefits most from overseas travel, moved up its traveller activity from 3.1 million to 3.4 million but only spent \$616,000.

Queensland businesses spent little more at \$658,700, knowing they had the market covered. Its tourist activity has risen in each of the past six years, from 1.36 million in 1980-81 to 1.52 million in 1983-84.

Mintel's research shows that if other states want to match this performance they should work on the right facilities and packages, rather than spend money in hope.



Premier Unsworth Phone 20576 Sydney

Minister for Tourism Japanese visit will

~~Any proposed sale by Minister for Tourism~~
~~of coastal Crown land to Japanese tourist interests~~
will be most unpopular if ~~stop sites in~~
~~private ownership already exist for~~
~~tourist projects~~

~~Coastal Crown land is sold for tourist~~
~~projects stop sites in private lands already~~
~~exist~~

Premier Unsworth Phone 20576 Sydney

Japan visit by Tourism Minister Cleary
will be most unpopular if coastal
Crown land is offered for sale stop
sites for tourist projects already exist
as freehold

President North Coast Environment
Council

\$8-50

3/11/86

JK

*** NOT FOR PUBLICATION. FOR THE DISCUSSION & INFORMATION OF NORTH COAST ENVIRONMENT COUNCIL & NATURE CONSERVATION COUNCIL OF NSW MEMBERS.***

- A. Total destination Resort on South Ballina Head, including golf course. 300-500 beds are proposed here.
- B. Major re-development of Ballina foreshore of Richmond River.
- C. Tourist accommodation units, apartment complexes of 50-100 beds, for Shelley Beach Road, Ballina. At least 2 perhaps 3 to be constructed.
- D. Major Restaurant & tourist facility complex for the northern headland on Shelley Beach, possibly built into quarried cliff-face of Black Head.
- E. Isolated Total Destination Resort development of Ballina Shire Council owned land at Flat Rock, to both the South and the West Development is expected to proceed on both sides of the existing Ballina/Lennox road.
- F. Cabin style accommodation adjacent to the Taylors' Lake north of Broken Head, probably linked to Suffolk Park.
- G. Eventually, (!) major resort development on the Batson's quarry site, to the south-west of Suffolk Park on the Ballina/Lennox road.
- H. Possible re-development of the meatworks site north of Byron Bay?
- I. Large scale Total Destination Resort on the top of Mt Nullum, Tweed Shire Council owned land.
- J. Major re-development of Tyalgum Tops area in the west of the Caldera crater. Major Resort site, major access point to Border Ranges National Park via a SKYWALK or other cable car style device.
- K. Restaurant, facilities, accommodation?, trails etc into the Border Ranges.....!
- L. Major accommodation resort at or near Cougal, on the Northern Rail line just south of the Border Loop, to act as a western entry/exit to the Border Ranges National Park. The proposal is for connection by rail to Brisbane via scenic rail, to Casino airport via rail or to Sydney overnight by rail.
- M. A similar SKYWALK or cable car arrangement was also discussed for the Nightcap National Park, with entry from Midginbil onto Mt Neville with facilities located on the ridge/cliff. Walking trails would connect to the Mount Nardi Loop walking trail, with a possible coach connection to take tourists to nearby accommodation or on to other transport connections.
- N. Accommodation resorts of a somewhat smaller scale have also been mentioned for areas in and around the Nightcap, possibly adjacent to the Rocky Creek Dam, Minyon Falls location or within the Whian Whian State Forest.
- O. Most of the proposed development around the Ballina end of the 'triangle' is predicated on the successful completion of the Ballina Airport, due at the end of December 1986. Likewise most of the proposals for development within the Tweed Shire area is assumed to focus on air travelling tourists entering the Region from Coolangatta Airport
- P. Almost exclusively the proposals itemised above are aimed at the top end of the Tourist market, almost certainly largely international visitors. Very few of the above would be aimed at principally local visitors, and few would be available to family groups it is believed.

Report on Reading and Meetings re:

NSW TOURISM COMMISSION'S "NORTH COAST TOURISM DISCUSSION PAPER" May 86
Mr John Burrell; Planning and Development Manager, as Editor.

All interested parties are urged to read this discussion paper personally. Several statements and proposed 'directions' are considered worthy of supporting.

Many statements and propositions are in conflict with the expressed views of members and incompatible with existing policy.

1. COMMENTS SEEN TO BE OF VALUE:

- 1.1 Rational co-ordinated Tourism decision-making and Planning is long over-due. (p2+15) This should prevent the growth of rash ill-considered development. (p 28)
- 1.2 Role of Government (Tourism Com. of NSW) as regulator of development via Strategic Tourism Plan - suitable role. (p1,5+iiip28)
- 1.3 Recognition of N.C. Region as comprised of 3 sub-regions appropriate. Will this mean Planning will occur at this sub-regional level? (p2+13)
- 1.4 Re-development of existing urban areas suitable objective. Eases pressure on more sensitive, environmentally important areas. (iv p10)
- 1.5 Notion that Tourism Planning must occur across existing Local Gov't boundaries. (iii, p17) Likewise environmental planning, natural systems define areas.
- 1.6 Conservation values are endorsed- though with a qualification on each occasion discussed. (p1,3,4)
- 1.7 Preservation of existing character of Coastal Holiday Villages is specified, though only 6 villages are identified. (4, p25)
- 1.8 Educational and natural-features-related holiday experiences are recognised as potential visitor generating development forms. (p30)
- 1.9 Need for the N.C. economy to grow and expand a new Tertiary sector. (p1,3+26)

2. COMMENTS SEEN TO BE OF CONCERN:

- 2.1 Lack of central-ness of conservation values/considerations. These seem to be only peripheral matters subject to disturbing qualification. (A1, p1; iv, p3; A.5, p4; D.1, p19; 2, p21; E.1, p23; 6, p25+26; E.4, p27)
- 2.2 Comprehensive approach is favoured though no understanding of what this ought to mean is indicated. Local Environmental Studies, Regional Studies have not been completed. World Heritage Listing still pending. How can tourism development proceed without the basic information and an appropriate set of values being recognised? (p4)
- 2.3 Identified lack of resources and infra-structure a problem. (p13, 14+18) Will Government funding for these be provided immediately? Will Tourism development proceed without these factors?
- 2.4 Speed of Tourism Planning and Discussion too fast. Limited circulation of Discussion Paper and responses. What priority does Tourism have in the context of existing, in-train planning processes? Is this development in the correct sequence since basic planning requirements eg. L.E.S.'s et al have not been completed? (p5)
Discussions indicate that development work is hoped to be commencing in some areas WITHIN 12 MONTHS.

2. COMMENTS OF CONCERN: (cont'd)

- 2.5 Maximised holiday experiences are favoured. Is this a rationale for development in natural areas? (v,p10) Suggest the need for Quality experiences rather than Quantity. Maximum totally inappropriate, the experience ought to aim at optimum levels to safeguard the land and other natural elements, and to prevent over-exposure of visitors.
- 2.6 Attempts to expedite Planning Approval process seen to be fraught with danger, since basic information still unavailable for some areas. (p2, 16, 17) What role do existing and draft instruments have? Development must occur in a rational unhurried fashion, MISTAKES!!!
- 2.7 Quasi-statutory nature of Strategic Tourism Plan. Public exhibition not foreshadowed, yet Local Tourism Plans are recommended to be incorporated into planning instruments (F,p28). Possible that all negotiations and planning for Tourism Development at the local/ site specific level will be carried on 'in confidence' to prevent local owner manipulation of price and services....
- 2.8 Costs involved in Tourism development will have to be borne by the public (B.1,p6 + C.3,ii,p17) No details of these costs are disclosed yet what is at risk is seen to be the lifestyle of N.C. residents. Who pays the residents and taxpayers/ratepayers..... Who profits....the developers, local? state? national? international?
- 2.8 Impact of development for tourism on local residents remains a difficult issue. Social experience of the Gold Coast has to be avoided if there is to be sustained and integrated development. (C.3ii,p17 + E.3 p26)
- 2.9 Role of Tourism Commission of N.S.W. is still rather poorly defined. While Planning role in concert with Local Gov't and D.E.P. is spelt out, the relationship of the Commission to the actual developers is in question. Will the Commission organise developers for particular sites? Is this role as a broker for development lobbies in conflict with role as objective planner and development co-ordinator?
- 2.10 The question of Development in Natural Areas (D.2, p20,21) and the types of development for State Forests and National Parks (6,p25+26) is extremely controversial. The broadness of the proposals is itself concerning but the specific proposals themselves are even more so!!
- 2.11 The Arguments for permitting isolated Tourism Development Sites/ Forms in some instances (p 27) now requires close attention. These points are an attempt to soften up the environmentalists existing policy positions of prohibiting development in National Parks and other areas of sensitivity. A detailed rebuttal of the arguments presented is needed and so is a clear statement of the position of the Environment Council regarding 'appropriate' Tourism Development.
- 2.12 Details of specific Tourism Development forms in the Ballina, Byron & Tweed Shires are set out on a separate sheet. The developments outlined there are derived from discussions with officers of the Tourism Commission, but are not an exhaustive list as far as is known.

COPIES OF THE DISCUSSION PAPER CAN BE OBTAINED FROM THE TOURISM COMMISSION OF N.S.W. OR FROM YOUR LOCAL TOURISM OFFICE OR INFORMATION CENTRE.



All Correspondence to the Secretary,
Mr Jim Tedder,
Pavans Road, Grassy Head,
Yarrahappini,
via Stuarts' Point. 2441

19th September, 1986.

Mr John Burrell,
Planning and Development Manager,
Tourism Commission of N.S.W.,
Box 7050 G.P.O.
SYDNEY. 2001.

Dear Mr Burrell,

Please find enclosed a copy of the Tourism Commission of N.S.W. background "Information Paper", June 1986.

This copy was supplied to me following comments at the Valla Planning Conference which indicated that there was another Tourism Commission document of relevance, which ought to be read in conjunction with the "North Coast Tourism Development Discussion Paper" also published by the Commission.

This "Information Paper" was the subject of my questions to you on the stairs at the Valla Resort on the afternoon of Friday 8th August. At that time we were discussing the Commissions "Discussion Paper" and I indicated that the response of the North Coast Environment Council would be forthcoming in due course. I specifically requested a copy of any background papers published after the May "Discussion Paper" so as to allow the Council to develop its' response in the light of the most recent information.

Sir, you denied that there was any additional material or information not once but three times, in response to my persistent questions. Now, I have a copy of the discussion paper and am flabbergasted to find that this June "Information Paper" appears over your name, dated 17/6/86!

This is a major breach of faith Mr Burrell. I am torn between two views, either you didn't know or couldn't remember a paper prepared on your authority just 7 weeks earlier, or you deliberately lied to me - not once but three times. I am certain that there could have been no misunderstanding as to what it was that I was requesting, and so I am gravely concerned by what appears to be either a gross oversight on you and your staff's behalf - or patently dishonest and obstructive behaviour on your behalf personally.

I shall expect an extra-ordinary letter of explanation if the first situation has been the case, and/ or a formal letter of apology if the second is the case. In any event circumstances have combined to destroy any credibility which the Commission may have accrued through your previous liason with this Council or with me personally. This is a matter of some considerable concern and regret to the Council since the Council sees objective Tourism Planning as being both important and urgent..

The question of urgency brings me to the related issue of consultation and liason. The Council has formed the view that planning for tourism development must occur within a rational time-scale, neither too rushed nor too slowly. Yet it is obvious that you Sir and apparently the Commission do not share our view.

In a letter dated 13th June, 1986, accompanying the "Discussion Paper" you as the author-Mr Burrell request written comments to be returned to the Commission by 11th July, 1986- a date three weeks after the receipt of the "Discussion Paper". In brief discussions which followed I repeatedly stated that the July date for comments was an unrealistic expectation - an expectation which did not provide the opportunity for the relevant body, the North Coast Environment Council, to view the "Discussion Paper" evaluate the remarks contained therein and formulate an adequate response.

I recall reiterating that point of view to you on that Friday 8th August when you made the comment that you assumed that my remarks in discussion at the Valla Planning Conference were the total of the views of the North Coast Environment Council.

In short, the North Coast Environment Council reviewed the "Discussion Paper" at its next meeting and agreed to prepare a detailed response to what was regarded as being a major policy direction likely to have a significant impact on the environment. That draft submission will be presented to the Councils' Annual General Meeting to be held on the weekend of September 27th & 28th. A completed submission will then be forwarded to the Commission.

I do not accept that this elapse of time is in any way an undue delay. Four months has proven to be the time required for the Council, consisting of 12 member organisations, to circulate the "Discussion Paper", evoke comments and criticisms of the paper and prepare a response which adequately reflects the interests and concerns of conservation and environment groups in the North Coast Region.

I and the Council reject the assumptions about the level of liaison and consultation which have been implicit in your early approaches to me. It is not satisfactory for any organisation, let alone a government instrumentality, to drop a 35 page document on one member of the Councils' Executive and expect written considerations and comments in a period of three weeks. The fact that the "Discussion Paper" proposes several modes of Tourism Development which are presently, and have been historically, directly contrary to some of the Councils' fundamental policies-(such as Tourist accommodation in National Parks and other remote natural areas) adds insult to the discourtesy of the original assumption.

The North Coast Environment Council is a democratic organisation and is committed to meaningful consultation and dialogue about the future direction of land-use on the fragile coastal area in particular. It has been constructively engaged in the consultation processes with several other government instrumentalities in the past six months. I and the Council have not been prepared to drop those existing and ongoing discussions and consultative processes in order to meet the unreal demands of the Tourism Commission.

We are not prepared to abandon legitimate liaison, nor are we prepared to be bull-dozed into a hasty assessment of a far reaching proposal simply because of the perceived desire for haste. Indeed it has long been one of the Councils firm beliefs that development must not proceed in haste since invariably important considerations are glossed over and the real value of the proposals are consequentially impossible to ascertain. Given your demonstrated unwillingness to fully inform us of all the relevant considerations and documents, I am forced to ask was this haste a deliberate tactic aimed at neutralising the input of conservation and environment groups?

Sir, the North Coast Environment Council demands that the officers and agents of the Tourism Commission enter into honest dialogue within appropriate time scales so as to facilitate informed rational decision making for Tourism Development on The North Coast.

- g) The Committee shall meet as often as necessary to conduct the business of the Association and not less than once in each month.
- h) Notice of Committee meetings shall be given at the previous Committee meeting or by such other means as the Committee may decide upon.
- i) The quorum for meetings of the Committee shall be one half the number of Committee members elected at the previous annual general meeting. If at the meeting a quorum is not present within one half hour of the time appointed for the meeting, the meeting shall be dissolved.
- j) Questions arising at any meeting of the Committee shall be decided by the majority of votes of those present.
In case of an equality of votes the person appointed to chair the meeting shall have a second or casting vote.
- k) The continuing members of the committee may act notwithstanding any vacancy in the Committee, but if and so long as their number is reduced below the number fixed by or pursuant to these Rules as the necessary quorum, the continuing member, or members may act for the purpose of increasing the number of members of the Committee from amongst the members, which they are hereby empowered to do, or of summoning a general meeting of the Association, but for no other purpose.
- l) At least seven days notice of agenda items shall be given for Management Committee Meetings unless a majority of the Committee decides to consider an agenda item with less notice.

6. CASUAL VACANCIES

For the purposes of these rules, a casual vacancy in the office of a member of the Committee occurs if the member

- a) dies;
- b) ceases to be a member of the Association;
- c) becomes an insolvent under administration within the meaning of the Companies (New South Wales) Code;
- d) resigns office by notice in writing giving to the secretary;
- e) becomes of unsound mind or a person whose person or estate is liable to be dealt with in any way under the law relating to mental health; or
- f) is absent without the consent of the Committee from all meetings of the Committee held during a period of 6 months;
- g) holds an office of profit in the Association;
- h) is directly or indirectly interested in any contract or proposed contract with the Association;
- i) upon a resolution being passed by a two-thirds majority of members present at a properly constituted general meeting specially called for the purpose, to remove him/her from office.

7. FINANCIAL YEAR

The Financial Year shall conclude on 28 February.

8. GENERAL MEETINGS

- a) An annual general meeting of the Association shall be held each year within 2 months from the end of the financial year of the Association.

- 16 In conclusion, let me state plainly the consultative process which the Council considers commensurate with the scale of the proposals and the importance of the formulation of objective Tourism Planing.
- The Council reviewed the "Discussion Paper" at its' last meeting and agreed to prepare a detailed response to what is
- 17 The Council reviewed the "Discussion Paper" at its' last meeting and has agreed to prepare a detailed response to what is regarded as being a major policy direction which has the potential to have a significant impact on the environment. That draft submission will be presented to the Councils' Annual General Meeting to be held on the weekend of September 27th & 28th. A completed submission will then be forwarded to the Commission.
- 18 From that point the Council is prepared to meet with agents of the Commission to further discuss any comments contained in our submission which may require elaboration or explanation. Its' likely that frank negotiations on matters of detail would be possible in further meetings.
- 19 Council is not, however, prepared to have any discussion or dealings with you Mr Burrell, due to our inability to accept you as a credible honest representative of government. This is an extremely unfortunate position, but a position which has not been of our making. Our views are unlikely to change in this matter for some considerable time.
- I do not accept that four months represents in any way an undue delay
- 20 I do not accept that four months to prepare a major submission represents in any way, an undue delay. Perhaps in hindsight the Commission will accept that this is a realistic time-scale for our organisation, consisting of 12 member groups, to circulate the Discussion Paper, evoke comments and criticisms and prepare a response which adequately reflects the interests and concerns of conservation and environment groups on the North Coast.
- The fact that the "Discussion Paper" contains within it several modes
- We are not prepared to abandon legitimate liason with the Commission should
- 12 We are not prepare to abandon legitimate liason should the Commission wish to institute this, but neither are we prepared to be bull-dozed into a hasty assessment of a series of far-reaching proposals simply because of a percieved desire for haste.
- 13 Indeed, it has long been a view of members of the Council that developments ought not to proceed with haste, since invariably, important considerations are glossed over and the real value and impact of the proposed developments are consequentially impossible to ascertain until it is too late.
- Given your demonstrated unwillingness to fully inform us of all the relevant considerations and documents, Mr Burrell, I am forced to ask if this indecent haste for written responses was a deliberate tactic aimed at neutralising the ability of conservation and environment groups to adequately respond to the "Discussion Paper" - thus effectively limiting the input of a key participant in the objective planning process?
- 21 I trust that these comments will be communicated by you to the Commissions' Administration Committee.

For the Land....



NORTH COAST ENVIRONMENT COUNCIL INC.

75e
C/- J. TEDDER
PAVANS RD., GRASSY HEAD,
via STUARTS POINT, 2441
(065) 69 0802

WOOD AND PAPER INDUSTRIES STRATEGY.

- COMMENTS ON THE DISCUSSION PAPER

This strategy is narrow in concept and appears to be driven by a very short term and unrealistic vision of the future.

It takes up two issues which the industry have raised in the last few years; namely resource security and the potential for a very large expansion in the timber and pulp industry; but fails to analyse the the validity of these claims

The strategy underplays the large employment and production possibilities in the huge and under-utilised softwood plantation resource. It should have examined what strategies are necessary to see that this resource is value added in Australia and not permitted to be exported as chips which we understand is now happening.

The paper fails to come to grips with the reality of the situation in the native hardwood forests and does not examine the alternate routes to solving timber and paper supplies for Australia.

Resource Security and Supply.

This concept has been raised by industry bodies, apparently during the past four to five years. Why has this concept become such a catch cry from the industry?

Pulp and paper mills have been established in Australia for many years and there was little talk of the need for hard and fast guarantees for security of the wood resource. In Tasmania the Boyer firm began establishing its own plantations as also occurred in Victoria. Though APM Maryvale still draws upon native forests for two of its three pulp mills there will, according to Judy Clark Consultancy, be a surplus of softwood and the conversion of one of these mills to handle a mix of softwood and plantation hardwood could see a dramatic decline in the need to harvest from native forests.

It is now widely acknowledged that the harvesting of native forests particularly in NSW has exceeded sustainable yields. Over the past 15 years there have been several reductions in the quotas and the Forestry management authorities forecast yet another reduction, of on the North Coast of up to 25% for most management areas. How can resource security be granted over a declining resource? The comprehensive and adequate reserve system which the Commonwealth is seeking will take out areas which may have supplied hardwood for a few more years. The emphasis is on the phrase "a few more years" as

the re-growth forests have not matured as quickly as it was first thought (Dargavel) and on the North Coast many of the re-growth forests have been cut over before maturity as the trees were required for other purposes eg wet weather supplies and there will be a long period before there are even reasonable quantities of sawlogs from most of these forests.

There appears to be no shortage of soft wood supplies and in fact according to Judy Clark Consultancy there will be shortly in Victoria a surplus with inadequate mills, fibre board and pulp plants to deal with the resource. NSW has an even larger area of softwoods and the same problems will arise in this State. There should be no problem about these plantations providing a resource for private companies for many years to come. So firms interested in investment in the pulp and paper industry should be directing their resources in that direction rather than chase a declining hardwood base.

This supply of softwood that Judy Clark Consultancy discusses as coming on stream is further confirmed by the manager director of SEAS Sapfor one of Australia's largest plantation timber growers and processors. He is quoted in "The Age" 15/1/95 as "We'll get to the stage where we don't have to log native forest at all in the next two to five years. The softwood industry, within a very short period-a couple of years-will be able to meet the entire market requirements of the Australian building industry"

Dargavel estimates that the situation with regard to woodchips from native forest of re-growth status is similar to that of hardwood supplies. There will in his estimation be a declining quantity as the re-growth rates have been less than the original estimates. The effects of wild fire and disease were not given sufficient weight in the calculations as to the future resource nor the poor re-generation rates in some coupes.

There is therefore in the considered opinion of this Council little point in discussing resource security of hardwood supply for the timber and pulpwood industry if there is a declining resource. There appears to be no problem with the continued supply of a softwood resource but it would be incumbent upon industry to set about establishing private plantations if they fear the public plantations may one day be denied.

On the other hand the large areas of softwood plantations which are coming to maturity over the next five years should see the hardwood industry eclipsed. The Discussion paper does not appear to address this issue.

Employment

This barely rates a mention in the discussion paper but the

future of dozens of small towns depends upon how the changing timber and pulp industry is handled. Do we sit back and allow private enterprise to make all the decisions or should there be some input from governments? It is not simply a case of stating that the market forces must determine the situation. At present the timber industry receives subsidies so there should be no hesitation about other subsidies to meet social costs.

On the North Coast many small mills have been closed down as resources of hardwood supplies have dried up or been transferred to other companies. The quota system has allowed small mills to be bought by large companies which have then taken over the quota of that mill and closed down the smaller mill throwing people out of work. The resulting unemployment has often been blamed on the creation of national parks or other spurious claims, so there has often been little public reaction.

As pointed out above the creation of a comprehensive adequate reserve system will lead to more forested areas being taken away from timber supply roles. This together with the inevitable need to further reduce the overall "cut" from the remaining forest areas to attempt to achieve timber supply sustainability will cause further unemployment in this area.

We have argued that the growth area is in softwoods and these are not located on the North Coast in any measure. There needs to be an adequate Commonwealth program to assist this State and possibly other States to restructure the timber industry and this includes the employees. There needs to be financial assistance through DEET for re-training, re-location to new softwood mills in other towns, early retirement not only for employees but the self employed timber workers.

Counselling services are required to be available so employees can be offered the range of options before they are put out of work. Being re-trained for another occupation in their own town, being employed in new and expanded hardwood plantation development, having their equipment changed so they can take up a new occupation are all aspects that we consider this Strategy should have discussed.

The employment aspect of the Wood and Paper Industries Strategy appears to have been short-changed and needs to be corrected in the final version.

Adding Value

Another matter which has not been discussed in detail is that of value adding to the end product. It is common knowledge on this coast that the larger mills often woodchip logs that small mills are prepared to spend more time processing into products such as pallets, garden stakes, fencing and flooring. The Commonwealth should in conjunction with the States investigate how these small owner operated mills can be equipped (where necessary) with modern machinery including mobile equipment which can be taken into the forests to deal with the waste material often abandoned by the large

operators. Another way which these small mills can be helped is the investigation of markets for specialised timber products which the small firms would excel in producing. Unfortunately the Industry Associations and the Unions are not interested in speaking for these owner operated outfits. Yet these operators have an important role in the economy of small towns and should be helped to adjust to a situation which is not of their making.

Export Desires

There seems little point in discussing this subject in any depth. The Discussion paper makes quite an issue of the potential for Australia to become a world wide player in the pulp and paper industry but we have pointed out that there appears to be a serious gap in the hardwood resource at present but there may be some scope for softwood pulp export. It would be more advantageous to concentrate on import replacement both for timber supplies and paper manufacture. If there was scope for an export industry it might be based on value added specialised hardwood products. The poor soils and erratic climatic conditions in this country will restrict the areas than can be planted to timber. According to the RAC Timber inquiry there are approximately one million ha under plantation with a possible further one million ha though other constraints could reduce this area to less than half. Therefore it is unlikely that Australia could become a major supplier of either hardwood or softwood for processing into paper or timber.

Alternates

Australia's paper recycling rate is reasonable but it could be much better given a more positive role by the governments. Though there are good recycling rates for newsprint there is very little of fine paper from office waste. The removal of the exemption from sales tax for recycled paper is the type of action which makes one wonder if the right hand knows what the left hand is doing. The Industry Commission failed in their inquiry to note that it was cheaper for pulp manufacturers to obtain their woodchips from native forests because the full costs of such extraction is not borne by the companies but by society through degraded forests etc.

The Commonwealth being a purchaser of some 15% of fine paper is in a very strong position to influence that market by insisting that it will only buy fine paper after a certain date made with consumer waste. It could also insist that the virgin component be made up solely of pulp from plantation or an alternative such as hemp. In this way the Commonwealth could re-direct the market to a more positive direction without the need for other measures.

The use of other raw materials for pulp production hardly rates a mention in the Strategy. There is already considerable knowledge in the CSIRO on the use of kenaf for the production of paper-several hundred tonnes of paper

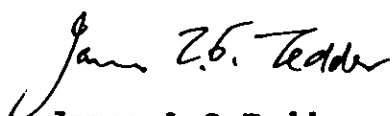
having been produced and we understand used for printing issues of the Los Angeles Times.

The use of bamboo in India is well established as a pulp for paper making. The installed capacity of paper and paper board mills in India using bamboo in 1990 was over three million tonnes. There are areas in Australia which are suitable for growing this crop.

Research into various varieties of hemp are well advanced in several parts of the world. Hemp makes a fine paper and the crop could well become a useful agricultural crop in many districts of Australia.

Conclusion

The Strategy is a disappointing document in that it is narrow in concept and appears to accept many of the industry claims without sufficient examination. The strategy is weak in the range of practical activities that the Commonwealth could undertake to improve the timber and paper industries, improve employment at the regional levels and lower our import bill


James L.O. Tedder
Hon. Sec.

9 June 1995

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TOURISM COMMISSION OF NEW SOUTH WALES

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NORTH COAST TOURISM DEVELOPMENT

DISCUSSION PAPER

A THEORETICAL FRAMEWORK

FOR IDENTIFYING AND GRADING PRIORITY AREAS

AND CO-ORDINATING DEVELOPMENT

MAY, 1986

CONTENTS

Page

PART A: INTRODUCTION.

A.1 Background	1
A.2 The Role of the Tourism Commission	1
A.3 The Purpose of this Paper	2
A.4 Economic Emphasis	3
A.5 Other Factors Considered in Preparing this Study	4
A.6 Methodology	5

PART B: BASIC ISSUES.

B.1 Significance of Tourism Development	6
B.2 The Nature of Tourism Development	6
B.3 Important Considerations in Planning for Tourism Development	8

PART C: THE EXISTING SITUATION.

C.1 The Need for Change	12
C.2 Current Investment and Development Trends	15
C.3 Other Factors Affecting Tourism Development	17

PART D: PREFERRED DEVELOPMENT FORMS.

D.1 Projected Market Demand	19
D.2 Preferred Development Forms and Locational Factors	20

PART E: DESIRABLE LOCATIONS FOR TOURISM DEVELOPMENT.

E.1 General Considerations	23
E.2 Specific Development Areas	23
E.3 The Need to Integrate Tourist Development Within Major Urban Nodes	26
E.4 Argument for Permitting Isolated Tourism Development Sites/Forms in Some Instances	27

PART F: HOW SHOULD PREFERRED AREAS BE TREATED? MECHANISMS FOR CO-ORDINATING DEVELOPMENT.	28
APPENDIX I: DESCRIPTION OF TOURIST ORIENTED DEVELOPMENT FORMS.	30
APPENDIX II: LOCAL GOVERNMENT AREAS BY SUB-REGIONS IN THE NORTH COAST.	32
APPENDIX III: PRESENT USAGE PATTERNS.	33

PART A: INTRODUCTION.

A.1 BACKGROUND

The North Coast of New South Wales has been identified by the Premier as an area of high priority for tourism development.

"The North Coast Region is the State's most popular tourist destination outside the Sydney Region," Mr. Wran said. "In 1983/84 more than 13.6 million visitor nights were spent in the Region.

"It is estimated that \$546 million is spent by visitors in the region each year and this expenditure has created nearly 14,500 jobs.

"Over the past few years there has been a strong demand for Tourism related development in the region, however, very few of these projects have actually reached the development stage."

At the instigation of the Minister for Tourism, Michael Cleary, and with the full support of the Premier, an Inter-Departmental Committee involving the Tourism Commission, the Department of Environment and Planning, the Lands Department and the Premier's Department was established to examine the potential for tourism on the North Coast. The aims of the Committee were stated to be:-

- The maximisation of tourist potential in the area;
- Ensuring high standards for projects;
- Ensuring minimal adverse environmental impact;
- Maximising the benefits for residents and visitors; and
- Providing a speedy process in development approval.

This discussion paper was prepared by the Tourism Commission in draft form and submitted to the Committee for its comments before being finalised. A number of valuable suggestions made by the Committee were incorporated in the paper.

A.2 THE ROLE OF THE TOURISM COMMISSION

With the decline of world markets for Australian products, tourism is of increasing importance to our economy as a means of earning foreign revenue, creating jobs and producing profits in the process. It is the statutory responsibility of the Tourism Commission to co-ordinate such development.

The Minister for Tourism, the Hon. M. A. Cleary, M.P., has announced:

"The Tourism Commission of New South Wales will be playing an increased role in the planning of land uses in this State."

"While overall responsibility for statutory planning rests with the Minister for Planning and Environment, my colleague, Mr. Bob Carr, has no objection to the Tourism Commission playing a bigger role by developing a forward planning policy."

"This will involve identifying and grading areas of the State according to their potential for tourist development."

"The goal is to provide Government authorities and private investors with a reliable guide to the right type of developments for each area."

"In addition, the forward planning work should bring the Commission closer to both local authorities and private investors, making it easier for the investor to obtain approvals from consent authorities."

(Pacific Area Tourism Association Conference, Sydney, 18th March, 1986)

A.3 THE PURPOSE OF THIS PAPER

The purpose of this paper is to explore the bases for developing a strategic plan for tourism development on the North Coast.

The Region includes 560 kms of coastline extending from Tweed Heads in the north to Port Macquarie in the south. It comprises the coastal plain that extends inland to the Great Dividing Range. Refer to Map One.

The Region is made up of three (3) sub-regions known as the Upper, Mid and Lower North Coast.

The Local Government Areas included in the Region are detailed in Appendix II.

This paper was prepared with four goals in mind:-

- (i) To provide a rationale for establishing land use and investment priorities for tourism development on the North Coast;
- (ii) To provide a basis for assessing the operation of existing statutory planning controls in the light of tourism priorities; and

- (iii) To provide direction in the region for the future roles of both Government and the private sector.
- (iv) ~~Provide a basis for preserving conservation values from a tourism perspective.~~

The preparation of a strategic plan for tourism development in the region should:-

- * Increase the awareness of statutory planners, Government authorities, investors and developers in relation to the forward planning priorities of tourism;
- * Encourage the development of planning controls that are effective in encouraging substantial capital investment and growth in tourism on the North Coast;
- * Enhance co-operation between the private and public sectors;
- * Promote the better utilisation of Crown and private land for tourism purposes;
- * Encourage new and innovative forms of investment, particularly those involving partnerships between locally based builders, developers and operators and large city based or overseas corporations;
- * Initiate, hopefully, a greatly accelerated rate of investment and development in the region;
- * Co-ordinate the allocation of Government resources for roads, airports and public works within the region, including setting aside land for future use as may be required.
- * ~~Endorse conservation values and afford the highest possible level of protection to the natural environment.~~

A.4 ECONOMIC EMPHASIS

This paper proposes a new approach to tourism planning based on the broadest possible application of financial considerations to social economic and environmental principles, and Government policy.

In relation to forward planning, the main issues sought to be addressed are:-

- * What are the financial constraints facing the tourism industry?
- * What are the current development trends on the North Coast?

- * What factors are specifically inhibiting development?
- * What is the potential for economic growth on the North Coast related to tourism?
- * What forms of development may be desirable, and in which locations?
- * How do these issues translate into a tourism strategy for the Region?

A.5 OTHER FACTORS CONSIDERED IN PREPARING THIS STUDY

A comprehensive approach to tourism planning is favoured. Of necessity it should begin with a broad classification of development potential on a regional basis, and lead to specific recommendations at the local level. It progresses from the general to the specific, and encompasses both.

As further work is undertaken, more and more detail can be provided at the micro level.

In identifying and grading preferred development forms and favoured locations, the following issues relating to market factors have been considered.

- * The distinction between tourist development forms that attract and service primarily a transient population, during part of the year, and those that are utilised all year round, especially by permanent residents.
- * The desirability of visitor oriented developments occurring within and outside areas of high permanent residency.
- * The economic thresholds for certain forms of tourism development.
- * The question of promoting permanent residential development to assist capitalisation of tourism development.
- * The importance of resort towns, resort complexes and specialist developments.
- * Methods for expediting the development approval process.

In applying the strategy, development should be promoted that avoids:-

- * degradation of areas of natural environmental significance;
- ** alienation or dislocation of present permanent population;

- * excessive extension of Government and infrastructure costs;
- * permitting unco-ordinated or ad hoc development.

A.6 METHODOLOGY

This paper is put forward by the Tourism Commission as the first step in a three step process of preparing a strategic plan for tourism development.

- | | |
|-------------------|--|
| <u>Step One</u> | This paper: a statement of major principles and objectives. |
| <u>Step Two</u> | A round of discussions giving all parties directly involved in tourism development the opportunity to comment on this paper, and provide further detail. |
| <u>Step Three</u> | Preparation of a draft Strategic Tourism Plan for the Region. |

PART B: BASIC ISSUES.

B.1 SIGNIFICANCE OF TOURISM DEVELOPMENT

Tourism is recognised as one of the major growth industries in Australia. Research suggests that tourism currently contributes \$16 billion (around 4.8%) to Australia's GDP and provides about 380,000 jobs.

In New South Wales this share is \$4 billion in revenue and 120,000 jobs. The contribution of tourism to employment is particularly significant as many of the jobs created by tourism are for unskilled, semi-skilled, part-time and female workers, and often in decentralised areas.

Bureau of Industry Economics studies have shown that one additional job is created in tourism for every extra 33,000 spent by international visitors, and for every extra \$44,000 spent by domestic visitors.

Factors conducive to growth in both the international and domestic sectors of the tourism industry in Australia are the de-valued dollar, Australia's social/political stability, isolation from terrorist activities, and the success of current overseas promotional efforts.

Other States have recognised the importance of facilitating capital ventures in order to promote tourism. Queensland, for example, presently has under construction tourism projects to the value of \$114 million with a further \$1,209 million firmly committed, for commencement in the near future, ignoring individual projects of \$5 million or under.

This compares with New South Wales' figures of \$161 million presently under construction and \$694 million committed for commencement. Most of this development is concentrated in Sydney and there is a notable absence of proposals for major resort complexes outside the Sydney metropolitan area.

Increasing the impetus for tourism development of necessity involves change and associated with this change are costs such as the utilisation of public funds for infrastructure and the social costs of altering the character of an area and effecting the amenity enjoyed by local residents. Provided tourism growth and development is carefully managed these "costs" can be contained, and more than offset by the broader social and economic benefits.

B.2 THE NATURE OF TOURISM DEVELOPMENT

The Tourism Commission is concerned that the land use and investment needs of the tourism industry have tended to be misunderstood or given insufficient priority.

The development and operation of tourist services and facilities are predominantly undertaken by the private sector. Therefore, to be effective, planning for tourism must be based on a sound understanding of these private sector's requirements and practices. There are a number of important observations to be made.

1. **Growth in tourism depends entirely on the establishment of viable business operations.** This means that on-going factors such as business capitalisation, management, staffing and marketing, are as important as strictly planning matters. In this respect, tourism development is quite unlike conventional real estate development.

Planning needs to take account of this by examining means of increasing market accessibility and market attractions and also by facilitating development at appropriate locations so as to assist economic viability.

2. **There are few quick profits in tourism.** Tourism enterprises, almost without exception, are costly to establish, expensive to maintain and advertise, difficult to manage, slow to produce returns; are subject to the vicissitudes of nature and the whims and fancies of the marketplace; and are generally of low operational profitability compared to other forms of investment during the initial years.

To a very large extent, growth in tourism depends on the Public Sector kindling entrepreneurial adventurism and bolstering investor confidence, as there are no sure-fire formulae for financial success.

3. **Tourism development involves a higher risk and a longer term commitment than most forms of commercial and residential development.**

Tourism development involves a longer time period before the initial capital investment is recouped, and in the early years of operation, negative returns or losses may be experienced. In contrast, other forms of development, which involve the sale or lease of units immediately after construction, result in short-term returns on investment.

Tourism developments have a greater inherent downside risk than other forms of development because the product being sold is intangible - it is a service or an experience. Tourism ventures are business operations and the buildings and improvements required for such ventures are merely the hardware, the seat of operations. In the event of an economic downturn, with tourism ventures it is not possible to sell off the hardware, the "rooms, beds and facilities" without crueLLing the business.

4. Growth in tourism development requires an increased investment in infrastructure. There is a strong case for public sector funds being directed towards expenditure, that either reduces the cost of establishment; makes the market more accessible; or greatly increases the attraction or utility of a locality.
5. Tourism development often has to compete with the provision of public land for other purposes eg. forestry, National Parks, public open space, recreational or conservation. The importance of these forms of land use must be weighed against the broad priority of promoting sound economic growth in those circumstances where there is a potentially competing use for tourism.
6. Profitability is the cornerstone for tourism development. This principle cannot be compromised because sustained growth will not occur without high profitability. Achieving high profitability is not something that can be left to the private sector to work out for itself when the public sector literally determines the ground rules for investment. Planning needs to recognise the economic concerns of the tourism industry.

It is the role of the Government in fostering tourism development to promote sensible development in the right locations.

B.3 IMPORTANT CONSIDERATIONS IN PLANNING FOR TOURISM DEVELOPMENT

From the preceding discussion, several basic planning objectives emerge:-

Land Use Planning

- (i) To promote tourism development, planning controls must be more than simply permissive: ideally they should provide some real incentive for tourism enterprises to come into existence.

Any so-called tourism zoning that permits tourism development as one of a possible range of competing land uses, such as commercial, residential, retail and light industrial, will not be as effective to promote tourism as a zoning that incorporates development standard bonuses for tourism development eg. floor space ratio and building height bonuses. It must be recognised that the development and finance industries are geared to short-term returns on investment. Naturally, forms of development that involve less risk and better short-term returns than tourism development will proliferate at the expense of tourism development unless planning controls include in-built incentives to overcome this problem.

In addition to incentives directed to bona fide tourism development, controls should be implemented that encourage a mix of both tourism and non-tourism development. This is desirable because the short-term returns from non-tourism development may under-pin the financial cost of the tourism element, thus providing leverage against the long-term outlay. Encouraging mixed development could overcome the disincentive of low/slow capital returns experienced by most "bricks and mortar" forms of tourism development.

To encourage the development of holiday apartments, it may be necessary for Council to permit mixed tourism and non-tourism uses. The most likely form would be serviced holiday apartments integrated with strata unit development. In these types of mixed developments the Commission considers that the strata component should not exceed 50% of the units. The 50% limit would generally be sufficient to permit the developer to cover the costs of construction.

Zoning that permits tourism development to the exclusion of other forms of development can be expected to inhibit development all together. It can be self-defeating.

Appropriate guidelines for the kind of incentives envisaged need to be developed.

- (ii) To reduce risk, the land that is available for tourism development should be the best possible land in financial and economic terms. Of course this selection must occur within the context of environmental planning considerations.

In land use planning practice the question is not whether suitable land is available, rather it is whether the land that is available will give rise to the strongest possible commercial operation - the most likely financial success..

For example, if the sea view is the attraction, then development on land that maximises the duration and frequency of that view, may be the most desirable.

Overcoming ecological problems associated with using prime locations is often a matter of devising innovative design and technical solutions. In this respect planning controls should be flexible enough to permit innovative development.

- (iii) ~~Land suitable for tourism development should not be held back from supply.~~ Future planning instruments over areas with tourism potential should allow those areas to be developed. By increasing the supply of land available for tourism development, free market forces can come into play when entrepreneurs/developers are acquiring sites. A wide range of choice helps avoid unnecessary escalation in land values and allows purchasers to by-pass owners unwilling to sell.

This does not mean that other planning constraints, such as ~~proximity to~~ existing urban nodes, infrastructure etc. should, as ~~a general rule, be ignored in making~~ land available for tourism. What is suggested is that ~~as much land as possible should be zoned to permit tourism.~~ Normal economic factors will then favour development occurring in optimal locations.

- (iv) To increase the use and efficiency of existing infrastructure, redevelopment should be facilitated in planning instruments.

The issue of re-development needs to be properly addressed. There are numerous areas in the Region where ~~more intensive forms of development could replace the existing built environment.~~

Where this strategy is adopted minimum area requirements and other controls should be put in place to ensure that new developments occur on a markedly increased scale and intensity where appropriate.

It is considered desirable to avoid the replication of small development forms on small allotments eg. small detached dwellings being replaced by blocks of units.

As a general rule, the Tourism Commission favours the construction of holiday apartment complexes on a scale that requires the employment of a full-time on-site manager.

Community awareness of the public benefit occurring from re-development needs to be increased.

~~Environmentally, re-development can reduce pressure on opening up new areas for development, it can help contain urban spread, and increase the efficient use of roads and services.~~ It can also provide social and economic benefits to the resident community.

- (v) ~~Tourism development that relies heavily on any natural attraction should be constructed in a manner and form that maximises the interface between the natural attraction and the resultant human experience.~~ Alternatively, it should block out or remove elements that detract from the designed experience.

For any particular location, planners should ask: what is the focal point of attraction? How does the built environment maximise or increase enjoyment of that attraction.

In some limited locations, for example, high rise holiday apartments, apart from advantages in terms of reduced infrastructure costs, often provide the most efficient means of giving the most number of people the best possible vantage point during the period of their holiday.

Similarly, in other locations, camping grounds and caravan parks should be located in prime sites to the exclusion of permanent residential and other more capital intensive/durable forms of development.

PART C: THE EXISTING SITUATION

C.1 THE NEED FOR CHANGE

Despite being an area of great scenic beauty, blessed with a pleasant climate, the North Coast is relatively undeveloped in tourism terms.

On a national basis, the North Coast ranks well below South East Queensland, North Queensland, Sydney and Melbourne as a tourist destination.*

Within New South Wales, Sydney is the major destination for both domestic and overseas visitors. The North Coast ranks as the State's second most popular tourist destination attracting about one-third as many visitors as Sydney. Next in priority is the Snowy Mountains Region, however, in terms of the amount of visitor expenditure, it is considered that the Snowy is equal to the North Coast.

New investment in tourism in Sydney presently runs to nearly three billion dollars, whereas comparable investment on the North Coast, is estimated at less than 1% of that amount. The Snowy Region is also attracting considerably more investment than the North Coast.

It is remarkable that notwithstanding a 20% annual increase in overseas visitors to Australia in recent years, the North Coast has not enjoyed a comparable increase in foreign visitors. Yet across the border, in South East Queensland, with much the same physical environment as the Far North Coast, overseas visitation rates have risen in line with national increases.

There are several things that are immediately apparent on even the most precursory analysis of tourism on the North Coast.

1. No major developments are taking place, that is, there are very few new projects with a capital cost in excess of \$5M, and none in excess of \$20M. \$100M projects don't exist. There are no resort complexes, no major canal developments, high-rise and so forth. The Public Works led marina development at Coffs Harbour is perhaps the only exception to this observation.

* Australian Bureau of Statistics
Tourist Accommodation Establishment Survey 1985
(Hotels, Motels, Guesthouses with private facilities)

Why? Factors accounting for lack of development, in suggested order of priority, include:-

- 1) lack of a sufficient population base to ensure a good range of services equivalent to any major city;
- 2) lack of international standard air services;
- 3) restrictions on redevelopment;
- 4) lack of co-ordination amongst local authorities;
- 5) poor provision of services; and
- 6) anti-development sentiment amongst some of the North Coast community based on a perceived threat to lifestyle and the environment.

2. **There is no one dominant development focal point.**

Geographically the region comprises a series of river valleys separated by mountain formations. Corresponding with this is a pattern of human settlement characterised by groups of towns and villages forming distinct sub-regions.

This presents a problem for tourism development in that not one sub-region has a sufficient population base to generate the quality and range of services required for a major tourist destination area.

It is considered that a minimum permanent population of 150-200,000 is required within any one sub-region to sustain the level of services needed to attract overseas visitors and the middle to upper domestic segments of the domestic market (self-sufficient resorts are perhaps the only exception to this principal).

There are four major development areas on the North Coast, Port Macquarie, Coffs Harbour, Ballina-Byron and Tweed Heads - Kingscliff. Of these, the planning issue is, which has the greatest potential to first attract a base population of the magnitude envisaged?

Coffs Harbour is commonly assumed to be the major growth centre on the North Coast but in recent years more growth has occurred in the Ballina/Byron Bay/Lismore triangle. Tweed Heads/Kingscliff is another area where the reality falls short of the expectation.

3. Most of the major service towns of the North Coast are poorly placed as sites for major tourism development, having arisen inland in response to non-tourism factors, mainly agriculture. Because the coast is the main attraction to tourists, inland towns such as Murwillumbah, Lismore, Casino, Grafton, Kempsey, and Taree are important more as potential sources of local demand for new tourism product, and perhaps sources of labour, than development sites. This is not to understate their significance as day-visitation areas, or as sites of special interest to tourists.
4. The best land for tourism development has already been developed in an indiscriminate manner from a tourism viewpoint. This is particularly true of coastal areas - almost every headland, every rock formation or river mouth supports mediocre development of one form or another, or has been alienated for other uses.
5. There is a notable lack of infrastructure critical to tourism development. In relation to transport, major sections of the main coastal highway, the Pacific, require upgrading. Secondary roads, of importance to tourism, are mostly of a poor standard of construction. In many cases the significance of these roads is not recognised by the D.M.R. Many Councils have difficulty maintaining roads, let alone embarking on major upgrading programmes. As far as air services are concerned, there is no major jet airport on the North Coast comparable to Coolangatta, and little likelihood of one in the near future without major public sector investment.

In relation to other services, such as sewerage and water supply, there is a reasonable level of provision in most towns and villages. However, as a catalyst for development in selected areas the Government and Local Councils may need to defray the cost of extending and augmenting these services.

6. Physical and commercial ties with Queensland are severely limited even though the North Coast is uniquely positioned to draw on the Queensland domestic market, equal to nearly half that of New South Wales. This adds to the stark contrast between South East Queensland and Northern New South Wales.
7. Large areas of public land on the North Coast are currently unavailable for tourism development. A number of Government agencies are responsible for managing and maintaining areas of public land which are, or have the potential to become major tourist attractions. The notified use of these areas is not adverse to complementary tourist development in many instances.

8. There is a lack of locally based support industries required for large scale tourism development eg. experienced builders/developers and entrepreneurs. Like the building industry on the North Coast, the tourism development industry is dominated by small scale operations. This adds to the likelihood of small scale developments. Perhaps related to this, there is no active public-capital market in the region/ and no clear financial centre.
9. There is a notable lack of cohesion in planning for tourism in the region, due to lack of regional tourism perspective. To overcome possible provincial rivalry and promote development, Local Governments need to give higher priority to broader tourism issues. This is due in part to the failure of the Tourism Commission and its predecessors in the past to provide proper direction.
10. The initiators of tourism development have been unable to communicate the needs and requirements of their industry to Government administrators and planners. At present there is no adequate mechanism for communication between the industry and the Government in relation to producing new tourism product, a problem compounded by the fact that tourism developers and operators tend to be unco-ordinated and competitive in their efforts, and as of necessity, work with one eye on the clock and one eye on the bank account.

Whilst planners and consent authorities operate under very different constraints of time and money, they invariably lack venture-capital management skills. Government and Councils must develop a thorough understanding of the responsibilities and problems confronting tourism investors, and in particular, the cost impact of delays in rezoning land for tourism development, and granting development approvals.

An apparently low level of understanding between the private and public sectors has led developers and planners to blame each other for tourism development not occurring on the scale or in the manner commonly considered desirable. The Tourism Commission is trying to bridge this gap.

C.2 CURRENT INVESTMENT AND DEVELOPMENT TRENDS

- * There are few high quality 'total destination' resort complexes in northern New South Wales even though it is an area of great natural amenity. The absence of a major jet airport is cited as a possible explanation, but this does not account for the lack of such facilities closer to Coolangatta.

- * Much of the tourism development on the North Coast has occurred in an unco-ordinated fashion in response to highly localised market factors. Individual Councils have been responsible for approving a mix of development forms without the benefit of a clear regional strategy.
- * A variety of tourism development projects have been proposed for the Region (especially the coastal areas), however very few have proceeded to the building stage. This includes sites that have been specifically zoned to permit tourism development.
- * There is strong pressure for residential subdivision in areas of high suitability for tourism. Similarly, sub-division of vacant land adjoining small coastal villages often down-grades their tourism potential.
- * There is a general feeling amongst developers that rezoning process under the Environmental Planning and Assessment Act has been slow and costly. However, recent amendments to the Act have been effected to overcome these problems. There are some administrative problems remaining in processing rezoning applications at the Council level - there is no uniform procedure. There is no statutory requirement for Councils to consider an application for rezoning on its merits, nor is there any obligation for Council to make a decision within a certain period, as there is, for example, with Development Applications. And there is no right of appeal for developers if a Council decides not to support a re-zoning.
- * Amongst developers presently operating in the Region there is a strong preference for small scale developments located mainly on the coast.
- * Complementary residential development is considered by developers as the most cost effective means of offsetting establishment costs (eg. infrastructure servicing), and in ensuring the viability of the tourist facilities (eg. restaurants, entertainment, sporting facilities). However, planning authorities have been less than enthusiastic with this proposition because of their concern that it will result in urban sprawl. Concentration of development offers the following advantages:-
 - Increased viability of existing facilities.
 - Broader ranges of services, and hence appeal.
 - Reduced risk for entrepreneurs.
 - Reduced Government costs;

— *serious problem of Gold Coast
Cost Coast*

C.3 OTHER FACTORS AFFECTING TOURISM DEVELOPMENT

(i) The Development Approval Process

- * The present method of obtaining rezoning approvals favours land owners with low holding costs. They have the time and resources to pursue the lengthy process involved, and entertain the least financial risk in doing so. This can lead to inappropriate rezonings of non-optimal land.
- * It may also result in no development. Land-owners often lack sufficient capital and expertise to undertake development.
- * Alternatively, the present system favours big operators who can afford the risks, and bring pressure to bear to speed up the process.
- * The middle operator is at a distinct disadvantage.
- * This problem particularly affects tourism because most tourism operators are not property developers and are not large scale operators. The industry is dominated by small to medium range business people.

(ii) Local Population/Perceived Community Needs

- * Tourism development is perceived as a threat to lifestyle amongst some sections of the local North Coast community. It is considered that resident concerns can mostly be resolved through sensible planning and development, and community discussion.
- * There is particular resistance to re-development of the existing man-made environment. This is a real problem for tourism development because in many instances the best sites have already been developed in an inferior manner, or on a much lower than optimal usage. The problem of re-development also has to be addressed in the context of making better use of existing infrastructure; containing urban expansion; lowering the profitability threshold of related enterprises, such as restaurants, shops, etc.
- * In some localities there may be an unwillingness to accept Government priorities. The broader public interest may be subjugated by local or sectional interests. This is particularly evident where inter-town rivalry is concerned.

(iii) Local Government

- * In identifying priority areas for tourism development within a regional context, Shire and Council boundaries are of secondary significance. Geographical and economic factors are far more important.

- * Nonetheless primary responsibility for planning and development control for tourism lies with Local Governments. Unfortunately Councillors are often subject to local pressures when deciding whether or not to approve a particular development, and this may militate against Regional and State goals.
- * Some Councils are far more progressive, tourism-wise, than others. Again this reinforces the picture of a lack of co-ordination for tourism in the Region.

(iv) Commercial Constraints

- * It is recognised that the high cost of establishing road and utility services often places a severe damper on desirable development. ~~This developer pays approach may need to be reviewed if tourism development is to be afforded similar concessions which apply in Queensland for the provision of infrastructure.~~ *Developer has to pay*
- * The difficulty of obtaining leverage against infrastructure establishment costs. As discussed in Section B.3, mixed tourism and non-tourism development is desirable.

(v) Transport.

- * Inferior road access to inland tourist attractions such as areas of natural beauty, particularly National Parks accentuates the emphasis on coastline development.
- * ~~There is a lack of controls on undesirable development forms adjacent to preferred tourist routes.~~ *roadside veg retention*
Landscaping and set-back provisions need to be adopted in some areas.
- * The current Department of Main Roads policy of concentrating on highways has led to a lack of attention to secondary roads leading to major tourist destinations. (The Tourism Commission is presently preparing a submission to the Department of Main Roads on this issue.)
- * Lack of funding for appropriation/acquisition of land for road widening and upgrading, particularly of Council roads.
- * Lack of adequate air services to the entire region.

PART D: PREFERRED DEVELOPMENT FORMS

D.1 PROJECTED MARKET DEMAND

- * It is expected that the school holiday market will remain the primary market. Providing additional facilities in areas of short supply, for example, low cost and unserviced accommodation should encourage the growth of this market segment.
- * The development of resort complexes and resort towns (as distinguished from holiday villages), because of the range of facilities and services they can provide, could generate a greater distribution of usage in non-peak periods.
- * There is an increasing emphasis by consumers on the nature and quality of facilities and experiences offered. The development of high standard resort complexes and resort towns is consistent with this perceived market demand.
- * Some developments will generate their own demand. A facility, if well developed and marketed, has the potential to generate supply led demand, as well as act as a catalyst and focal point for attracting further complementary development.
- * The demand for caravan park sites from both permanent residents and visitors will continue to grow. Sites must be available for temporary visitors, especially during peak holiday periods. Permanent residents are necessary, in some instances, to maintain the economic viability of caravan parks in the off-peak season. Appropriate planning policies must be adopted to minimise conflict.
- * Both the consumer and the developer will continue to seek improved access to natural attractions, as well as improved facilities within or adjacent to these attractions.
- * Demand for day-trip destinations will continue to increase and these destinations must be identified so that services and facilities can be designed accordingly.
- * There appears to be considerable potential for expanding the convention, special interest and incentive travel markets, especially during the non-peak periods.

D.2 PREFERRED DEVELOPMENT FORMS AND LOCATIONAL FACTORS

All forms of tourist development should be encouraged, however, priority should be given to:-

(1) Resort Style Developments

Resort style development is seen as a desirable means of increasing overall visitation rates, especially during off-season periods.

Resorts may be in the form of Resort towns or Resort complexes. In either case they are characterised by a multiplicity of attractions with a particular emphasis on spontaneous, experiential activities, and a high level of services immediately available.

Some smaller towns on the North Coast have the potential to become resort towns eg. Byron Bay, provided that development is co-ordinated toward that objective.

Resort complexes, as distinct from resort towns, are generally self-contained and may occur independently of, or in isolation from, existing urban modes.

Resorts in other States tend to cater for the upper end of the market, although there is clearly potential for mid-market resorts, perhaps along the lines of the English "Pontin" family resorts.

Resort development should be encouraged in the following locations:-

- (i) Within or adjacent to existing urban areas - on a scale and intensity appropriate to the character and amenity of that area. Resorts in these locations should be design-integrated with the surrounding urban area, even if user segregation occurs. It is probably desirable in many towns that resorts of this kind are accessible to the public, at least in part.
- (ii) Pioneer projects located in the path of projected urban development, and capable of forming the catalyst for further development. These types of projects could include mixed tourist - residential - commercial complexes or specialty projects such as major tourist attractions. Factors to be taken into consideration include infrastructure, facilities and services, and the appropriate mix of land uses eg. tourism facilities - residential - commercial and sporting.

(iii) In isolated areas - "total destination resorts", providing a high level of services for the exclusive use of patrons. Given the very limited level of interaction that would be experienced between the visitor and host population, it may be preferable to locate some types of resorts in more remote (undeveloped) areas rather than alienate land within or adjacent to existing urban areas, or within projected urban growth paths.

(2) Developments Enhancing/Accessing Natural Attractions

Developing facilities within or adjacent to the following attractions. For example, on the Far North Coast:-

- * Known draw points eg. Mount Warning, Lake Ainsworth, Minyon Falls, etc. ✓
- * Under serviced areas eg. Tweed Ranges, South Ballina Beach, etc.
- * National Parks, State Forests, etc. ✓

(3) Holiday Units

Particularly, good quality, medium cost low-rise apartments and townhouses.

This type of accommodation should be concentrated in existing towns of high permanent residency rather than in holiday villages or remote areas.

The design of the building should be compatible with surrounding environment. The scale and intensity should reflect the provision of services in the area. High-rise should be permitted in some localities.

As discussed in Section B.3, preference should be given to new holiday apartment developments that are large scale (50 plus units), have a full-time on-site manager, and incorporate a permanent residential component (eg. strata titled units).

(4) Van Parks and Cabins

Essentially low impact, low cost accommodations, particularly located within or adjacent to holiday villages, other areas of transient population and natural attractions, eg. Mount Warning. ✓

The question of permanency of both the facility and the residents on the site, should be addressed at the outset as it is conceivable that some sites may be superseded by other forms of development in the future.

Whilst occupation by permanent residents provides a desirable hedge against seasonal fluctuations in trade, in some areas high permanency rates could retard visitor occupancy. The Tourism Commission favours controls to ensure that coastal van parks in holiday villages do not pass over to permanent occupancy. ✓

(5) Large, Medium Priced Hotels and Motels

Within the Region, there is a marked under-supply of large (100+ rooms), medium priced hotels and motels of 2 to 3 star rating. These type of establishments would cater mainly for the domestic market, particularly family groups, and for the more budget conscious international visitors.

PART B: DESIRABLE LOCATIONS FOR TOURISM DEVELOPMENT

E.1 GENERAL CONSIDERATIONS

- * the availability of sufficient land for the proposed use.
- * good accessibility and transport, particularly proximity to jet air services.
- * proximity to natural attractions (water, forest, etc.)
- * competing uses of higher priority eg. agricultural, mining, etc.
- * availability and viability of utility services.
- * physical suitability and amenity of sites - eg. stability, aspect, etc.
- * compatibility with State planning objectives.
- * availability of vacant, under developed and compatible sites within area.
- * high level of visual amenity.
- * proximity to economic services eg. labour, providores, etc.

E.2 SPECIFIC DEVELOPMENT AREAS

(1) Areas of Major Urban Growth Potential For Both Tourism and Non Tourism

In our view most tourism development on the North Coast should be promoted in four major growth centres:-

- * Tweed Heads/Kingscliff ✓
- * Ballina/Byron Bay/Lismore ✓
- * Coffs Harbour ✓
- * Port Macquarie/Laurieton ✓

These areas offer the best potential for developing a wide range of quality tourism services on an all-year round basis.

There are marked differences between these major centres and some development forms may be more appropriate for one area than another. Port Macquarie, for example attracts the highest proportion of domestic travellers, and has the highest incidence of owner occupied holiday accommodation.

Of the four areas nominated, the Ballina/Byron area perhaps has the greatest potential to achieve a threshold population considered critical for major tourism development.

The present population in the area bounded by Ballina, Byron Bay and Lismore is in excess of 85,000 people. This is much greater than the three other areas of Tweed Heads/Kingscliff 20,000, Coffs Harbour (including Bellingen) 54,000 and Port Macquarie (including Wauchope) 44,000. Of course, the Tweed area enjoys the benefit of sharing a population catchment with the Gold Coast.

Road and service infrastructure at Ballina is well developed. It enjoys a climate more comparable to South East Queensland than Coffs Harbour or Port Macquarie. And unlike Tweed Heads/Kingscliff, Ballina/Byron is sufficiently distant from the Gold Coast to maximise tourist spending in this State.

Although there is tremendous growth potential in the Tweed/Kingscliff area, ~~there are environmental problems that need to be overcome associated with wet lands, coastal erosion and a shortage of constraint-free developable land.~~ There are also infrastructure barriers constraining development.

(2) Potential Resort Towns

Outside the major tourist development areas there are a number of small towns with the potential to become resort towns: resort towns offer a wide range of year-round services of a standard usually associated with cities or resort complexes. Yamba and Nambucca Heads have this potential. Byron Bay is well on the way to becoming a resort town.

Local Tourism Plans are needed for these towns.

(3) Resort Complex Sites

Sites considered suitable for the establishment of resort complexes can be found adjacent to the major tourism development areas and potential resort towns. These sites are located close to the sea and have high scenic amenity. Minimum land areas are 2-5 hectares, and control of the immediate environment is important.

Refer to Page 20 for locational factors relevant to this form of development.

On the Far North Coast potential resort sites may be found at:-

- * North of Fingal
- * South of Kingscliff
- * North and South of Ballina

(4) Coastal Holiday Villages

Coastal holiday villages are an historical form of development on the North Coast. They are of primary importance for tourism during peak holiday periods only. They are characterised by camping grounds, caravan parks and budget accommodation close to beaches and rivers. They tend to offer basic services only.

During off-season periods they revert to their primary use as fishing villages and retirement centres.

~~It is important to preserve the inherent attractiveness of coastal holiday villages by discouraging over-development. It is also necessary to preserve the capability of holiday villages to service a high transient population during part of the year -- by preventing permanent occupation of camping and budget accommodation areas.~~

There is a strong case for promoting transient land-uses such as holiday cabins, van parks, camping grounds and so forth in preference to permanent residential development within or adjacent to existing holiday villages. This is not to say that permanency should be actively discouraged, rather that it should be facilitated only as a natural extension to existing rates of increased permanent residency.

For example, on the Far North Coast:-

- * Pottsville, Bogangar and Hastings Point
- * Brunswick Heads
- * Evans Head
- * Lennox Heads

(5) Inland Towns and Villages

Many of the inland towns and villages form significant components of the attraction base of the Region. As distinct from passing highway trade, these centres draw patronage from coastal holidayers and sight-seers. Outstanding examples are Bangalow and Bellingen.

Many of the inland towns and villages could enhance their potential as day visit centres by being more responsive to tourist needs eg. better provision of public amenities; improved signposting; the establishment of quality food, craft outlets utilising existing buildings where possible; landscaping; promotion and attention to developing a "unique" atmosphere.

(6) National Parks and State Forests

These are natural areas of potential for tourism development. They attract significant numbers of day visitors and in many instances could support the development of resort complexes of a specialist or retreat nature.

For example, low impact accommodation facilities could be located in State Forests adjacent to National Parks. Associated with this could be improved transport/access links into National Parks.

Possible areas on the Far North Coast include:-

- * Tweed Ranges
- * Nightcap Forest
- * Broken Head
- * Mount Warning
- * Border Ranges

(7) Hinterland Rivers, Dams and Waterways

The North Coast Rivers, Dams and Waterways are under-utilised for tourism purposes. These resources have potential to provide a variety of land and share-based tourism activities including houseboat activities, charter vessels and white water rafting. There is also scope for the development of resort complexes, and other accommodation forms oriented to river usage.

E.3 THE NEED TO INTEGRATE TOURIST DEVELOPMENT WITHIN MAJOR URBAN NODES

There is a social/cultural conflict in allowing an uncontrolled mix of permanent residential and holiday-use only development, a problem particularly apparent on the Gold Coast. These problems include:

- * isolation, where residents are surrounded by vacant units, during the off season and by strangers during peak periods.
- * fluctuations in usage of services.
- * seasonal unemployment.

Added to this are administrative problems associated with absentee ownership; periodical 'peak' demand for services; extended lines of road and utility servicing, and so forth.

The extent of these problems can be limited by:-

- (i) encouraging tourism developments intended for promoting all year round visitation.
- (ii) the isolation problem can be instigated by promoting good urban design eg. restrictions on small residential flat building development occurring.

**E.4 ARGUMENT FOR PERMITTING ISOLATED TOURISM DEVELOPMENT
SITES/FORMS IN SOME INSTANCES**

- * It provides greater control over the immediate built environment.
- * It permits location in proximity to natural attractions.
- * It may greatly enhance privacy.
- * It can increase economic viability through the "captive market" effect.
- * It is considered to be particularly appropriate when the development is located a considerable distance from existing urban modes, other tourist facilities, etc.

Examples of isolated developments:-

- (a) resort complexes.
- (b) bush camping grounds.

Constraints include:

- (a) environmental factors.
- (b) lack of provision of infrastructure.
- (c) must either be a non urban development form, or alternatively, contain essential urban services.

PART F: HOW SHOULD PREFERRED AREAS BE TREATED? MECHANISMS FOR CO-ORDINATING DEVELOPMENT.

The Tourism Commission is examining a number of means of accelerating tourism development in key areas. Mechanisms under consideration include:-

(i) Statutory Controls

The Strategic Tourism Plan will provide model planning provisions and guidelines that Councils may incorporate into their planning instruments. These will:-

- * take into account the financial constraints under which the tourism industry operates, and incorporate measures to reduce risk;
- * incorporate appropriate incentives for tourism development (eg. floor space ratio bonuses); and
- * encourage particular development forms in particular locations on a co-ordinated regional basis.
- * emphasise the importance of design controls to enhance community acceptance of new tourism development and help overcome social and environmental constraints.

(ii) Increased Involvement of the Tourism Commission

(a) Notification of New Local Environmental Plans:-

In future the Commission will require notification of any draft Local Environmental Plan (LEP) affecting land designated by the Commission as a priority area for tourism development, with a view to participation where necessary.

Our rationale for involvement in the formal planning process is both negative and positive. On the one hand ~~we wish to prevent the alienation of prime tourism development areas and discourage inappropriate development in some circumstances.~~ On the other hand, we wish to facilitate tourism development when possible.

(b) Examples of Possible Involvement in the Preparation of Local Environmental Plans:-

- * to ensure that tourism development takes place, it may be necessary to require that a tourism component be incorporated in essentially non-tourism development proposals. Conversely, it may be necessary to permit non-tourism development to proceed in conjunction with tourism development in order to help capitalise the establishment costs of the latter.

- * In some cases it is likely that the Commission will take the view that a particular form of tourism development is better suited to one area than another.
- * To reduce the need for site specific rezonings, and the delay associated with this, it is conceivable that the Commission may request that Councils incorporate provisions in their LEP's which permit tourism development in areas broadly zoned for other purposes. Such development would be with the concurrence of both the Commission and the Council concerned.

(c) Specific Projects:-

Within the framework of the Strategic Tourism Plan the Tourism Commission will prepare specific proposals for the development of particular sites. Environmental studies and re-zoning applications will be initiated, and interested investors and operators sought.

(iii) Increased Awareness

It is envisaged that the Strategic Tourism Plan will be made widely known to relevant authorities, organisations and the public. Discussion will be promoted with investors and developers to encourage them to capitalise on investment opportunities.

APPENDIX 1

DESCRIPTION OF TOURIST ORIENTED DEVELOPMENT FORMS

(1) Accommodation Units.

(i) Serviced - These range from high cost international-style hotels to simple country lodges and include:

- (a) hotels.
- (b) motels.
- (c) apartments, etc.

(ii) Unserviced

- (a) apartments.
- (b) cabins.
- (c) onsite vans.
- (d) caravan parks.

(iii) camping grounds.

(2) Man-made Attractions/Entertainment.

(i) sporting (active) - golf courses, squash, etc.

(ii) passive - cinema, theatre.

(iii) night-time.

(iv) theme parks.

(v) specialist - old car museums, zoos, educational, etc.

(3) Development Enhancing/Accessing Natural Attractions.

(i) nature trails.

(ii) beach fixtures.

(iii) houseboats.

(iv) scenic rail, skywalks, etc.

(4) Services.

- (i) food - shops, restaurants, etc.
- (ii) professional.
- (iii) information.
- (iv) transport.

(5) Infrastructure.

- (i) signposting.
- (ii) support facilities eg. lookouts, picnic facilities.
- (iii) essential services.

APPENDIX 11

LOCAL GOVERNMENT AREAS BY SUB-REGIONS IN THE NORTH COAST

Upper North Coast

Kyogle
Tweed
Byron
Lismore
Casino
Ballina
Richmond River

Mid North Coast

Copmanhurst
Maclean
Grafton
Nymboida
Coffs Harbour
Bellingen
Ulmarra
Nambucca

Lower North Coast

Kempsey
Hastings
Taree

APPENDIX III

PRESENT USAGE PATTERNS

(i) Visitation Levels.

In 1983/84 the North Coast Region received the following levels of domestic visitation:

	<u>Far North Coast</u>	<u>Mid North Coast</u>	<u>Lower North Coast</u>
Trips	864,000	662,000	874,000
Visits	999,000	852,000	1,084,000
Nights	4,388,000	4,013,000	5,248,000

During the 1980/81 to 1983/84 period the Far North Coast experienced the great increases in trips (10.2%), visits (3.5%) and nights (24.1%), when compared to Lower and Mid North Coast areas. This confirms the view of the Commission that perhaps Government resources should be concentrated on the Far North Coast in preference to the other areas at this stage.

(ii) Market Segments.

At present the major market segments are:

- * families and youths on vacation during school holidays (primary market).
- * couples and single persons on annual work leave.
- * aged and retired persons
- * special interest groups.

(iii) Average Length of Stay (nights).

During 1983/84 the average length of stay in the Region was 4.65 nights which is considerably higher than the State average of 3.5 nights.

(iv) Origin of Visitors (% of nights).

	<u>Far North Coast</u>	<u>Mid North Coast</u>	<u>Lower North Coast</u>
Interstate	47.5	21.3	12.0
Intrastate	52.5	78.5	87.9

The high level of Queensland visitation on the Far North Coast is worthy of comment. Brisbane provided 27.6% of the visitors, compared to 1.3% on the Lower North Coast. This indicates a need for development on the Far North Coast that caters to the Queensland market. Important factors may be:-

- * ~~Queenslander's by-pass the Gold and Sunshine Coasts~~
to seek holiday destinations in more 'natural' areas.
- * New South Wales offers a relatively low cost and self contained accommodation.

(v) Purpose of Visit (% of nights).

- 86.7% of visitors travelling for 'pleasure' that is:

- * relaxation
- * stimulation

viz. holiday accommodation (62.9%) and VFR (23.8%). This emphasises the need to provide services/facilities oriented to recreational/tourist use.

- Business travel 4.8%.
- Conference/Seminar travel 1.7% - this is a low market share when compared to the State average of 2.4%, which could indicate a lack of suitable specialist meeting facilities coupled with lack of packaging and promotion.

(vi) Accommodation Used.

- Staying with friends and relatives is the most popular form (34.3%) - therefore increasing the number of permanent residents will result in expanding this market segment.
- Low cost accommodation (caravans, cabins, tents, etc.) ranks second in usage, (29.1%). Used mainly by family groups and low income earners. Many caravan sites are occupied by permanent residents (eg. 5,000 persons in Tweed Shire alone).
- Residential accommodation (rented or owned houses and flats) 19.9%. Indicates a need to provide unserviced holiday apartments.
- Commercial (serviced) accommodation - 13.7%, with 10.2% staying in motels and hotels with private facilities.

(vii) Transport Used.

- Private motor vehicles - 87.4%, air transport - 3.7%. The Far North Coast Region attracts the highest level of air utilisation on the North Coast (5.2%) and ranks fourth in New South Wales. This reflects the proximity of Coolangatta Airport, as well as the regional airport at Casino. Considerable potential exists for inclusive packaging of Far North Coast resort areas.

(viii) Seasonality (% nights).

- School holiday periods form the main peaks - January (22.8%), April (8.6%), May (8.9%) and September (8.7%). During Easter and August/September, it is notable that the Far North Coast enjoyed considerably higher visitation rates than the Lower North Coast - April 12.3%, compared to 7.3% - September 11.2% compared to 7.7%. This difference would seem to reflect a marked difference in climatic conditions during winter.
- High demand during peak periods results in 90 - 100% occupancy rates at most establishments.
- Long lead booking times for peak periods of twelve plus months.
- Considerable potential exists for increasing "off-season" visitor usage of facilities and services.

(ix) International Visitors.

In 1983/84, international visits represented 3.4% of the total visits made to New South Wales. Of the 687,000 international visits to the State, 56,000 (6.3%) were made to the North Coast which is the highest for any region outside metropolitan Sydney (74.4%).

Though the proportion of international visits is small in comparison to the domestic market, the number of international visits and night stays to New South Wales increased at 10.5% and 20.3% respectively, compared to 1982/83.

The average length of stay is 10.5 nights with a total average expenditure of \$22.4 million.

(x) Expenditure.

The total average expenditure for visitors to the Region in 1983/84 amounted to \$568.3 million. This supports 13,100 jobs in the Region.

Source: Tourism Trends in New South Wales
(Domestic Tourism Monitor)

the re-growth forests have not matured as quickly as it was first thought (Dargavel) and on the North Coast many of the re-growth forests have been cut over before maturity as the trees were required for other purposes eg wet weather supplies and there will be a long period before there are even reasonable quantities of sawlogs from most of these forests.

There appears to be no shortage of soft wood supplies and in fact according to Judy Clark Consultancy there will be shortly in Victoria a surplus with inadequate mills, fibre board and pulp plants to deal with the resource. NSW has an even larger area of softwoods and the same problems will arise in this State. There should be no problem about these plantations providing a resource for private companies for many years to come. So firms interested in investment in the pulp and paper industry should be directing their resources in that direction rather than chase a declining hardwood base.

This supply of softwood that Judy Clark Consultancy discusses as coming on stream is further confirmed by the manager director of SEAS Sapfor one of Australia's largest plantation timber growers and processors. He is quoted in "The Age" 15/1/95 as "We'll get to the stage where we don't have to log native forest at all in the next two to five years. The softwood industry, within a very short period-a couple of years-will be able to meet the entire market requirements of the Australian building industry"

Dargavel estimates that the situation with regard to woodchips from native forest of re-growth status is similar to that of hardwood supplies. There will in his estimation be a declining quantity as the re-growth rates have been less than the original estimates. The effects of wild fire and disease were not given sufficient weight in the calculations as to the future resource nor the poor re-generation rates in some coupes.

There is therefore in the considered opinion of this Council little point in discussing resource security of hardwood supply for the timber and pulpwood industry if there is a declining resource. There appears to be no problem with the continued supply of a softwood resource but it would be incumbent upon industry to set about establishing private plantations if they fear the public plantations may one day be denied.

On the other hand the large areas of softwood plantations which are coming to maturity over the next five years should see the hardwood industry eclipsed. The Discussion paper does not appear to address this issue.

Employment

This barely rates a mention in the discussion paper but the

future of dozens of small towns depends upon how the changing timber and pulp industry is handled. Do we sit back and allow private enterprise to make all the decisions or should there be some input from governments? It is not simply a case of stating that the market forces must determine the situation. At present the timber industry receives subsidies so there should be no hesitation about other subsidies to meet social costs.

On the North Coast many small mills have been closed down as resources of hardwood supplies have dried up or been transferred to other companies. The quota system has allowed small mills to be bought by large companies which have then taken over the quota of that mill and closed down the smaller mill throwing people out of work. The resulting unemployment has often been blamed on the creation of national parks or other spurious claims, so there has often been little public reaction.

As pointed out above the creation of a comprehensive adequate reserve system will lead to more forested areas being taken away from timber supply roles. This together with the inevitable need to further reduce the overall "cut" from the remaining forest areas to attempt to achieve timber supply sustainability will cause further unemployment in this area.

We have argued that the growth area is in softwoods and these are not located on the North Coast in any measure. There needs to be an adequate Commonwealth program to assist this State and possibly other States to restructure the timber industry and this includes the employees. There needs to be financial assistance through DEET for re-training, re-location to new softwood mills in other towns, early retirement not only for employees but the self employed timber workers.

Counselling services are required to be available so employees can be offered the range of options before they are put out of work. Being re-trained for another occupation in their own town, being employed in new and expanded hardwood plantation development, having their equipment changed so they can take up a new occupation are all aspects that we consider this Strategy should have discussed.

The employment aspect of the Wood and Paper Industries Strategy appears to have been short-changed and needs to be corrected in the final version.

Adding Value

Another matter which has not been discussed in detail is that of value adding to the end product. It is common knowledge on this coast that the larger mills often woodchip logs that small mills are prepared to spend more time processing into products such as pallets, garden stakes, fencing and flooring. The Commonwealth should in conjunction with the States investigate how these small owner operated mills can be equipped (where necessary) with modern machinery including mobile equipment which can be taken into the forests to deal with the waste material often abandoned by the large

operators. Another way which these small mills can be helped is the investigation of markets for specialised timber products which the small firms would excel in producing. Unfortunately the Industry Associations and the Unions are not interested in speaking for these owner operated outfits. Yet these operators have an important role in the economy of small towns and should be helped to adjust to a situation which is not of their making.

Export Desires

There seems little point in discussing this subject in any depth. The Discussion paper makes quite an issue of the potential for Australia to become a world wide player in the pulp and paper industry but we have pointed out that there appears to be a serious gap in the hardwood resource at present but there may be some scope for softwood pulp export. It would be more advantageous to concentrate on import replacement both for timber supplies and paper manufacture. If there was scope for an export industry it might be based on value added specialised hardwood products. The poor soils and erratic climatic conditions in this country will restrict the areas than can be planted to timber. According to the RAC Timber inquiry there are approximately one million ha under plantation with a possible further one million ha though other constraints could reduce this area to less than half. Therefore it is unlikely that Australia could become a major supplier of either hardwood or softwood for processing into paper or timber.

Alternates

Australia's paper recycling rate is reasonable but it could be much better given a more positive role by the governments. Though there are good recycling rates for newsprint there is very little of fine paper from office waste. The removal of the exemption from sales tax for recycled paper is the type of action which makes one wonder if the right hand knows what the left hand is doing. The Industry Commission failed in their inquiry to note that it was cheaper for pulp manufacturers to obtain their woodchips from native forests because the full costs of such extraction is not borne by the companies but by society through degraded forests etc.

The Commonwealth being a purchaser of some 15% of fine paper is in a very strong position to influence that market by insisting that it will only buy fine paper after a certain date made with consumer waste. It could also insist that the virgin component be made up solely of pulp from plantation or an alternative such as hemp. In this way the Commonwealth could re-direct the market to a more positive direction without the need for other measures.

The use of other raw materials for pulp production hardly rates a mention in the Strategy. There is already considerable knowledge in the CSIRO on the use of kenaf for the production of paper-several hundred tonnes of paper

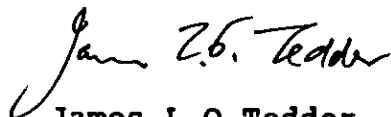
having been produced and we understand used for printing issues of the Los Angeles Times.

The use of bamboo in India is well established as a pulp for paper making. The installed capacity of paper and paper board mills in India using bamboo in 1990 was over three million tonnes. There are areas in Australia which are suitable for growing this crop.

Research into various varieties of hemp are well advanced in several parts of the world. Hemp makes a fine paper and the crop could well become a useful agricultural crop in many districts of Australia.

Conclusion

The Strategy is a disappointing document in that it is narrow in concept and appears to accept many of the industry claims without sufficient examination. The strategy is weak in the range of practical activities that the Commonwealth could undertake to improve the timber and paper industries, improve employment at the regional levels and lower our import bill



James L.O. Tedder
Hon. Sec.

9 June 1995

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MEDIA RELEASE - MEDIA RELEASE

Attn: Chiefs of Staff/Environment Reporters

Tuesday 25 July, 1995

REPORT FINDS GOVERNMENT'S WOOD STRATEGY IGNORES INDUSTRY TRENDS

NSW conservation groups today released a highly critical assessment of the draft Commonwealth Wood and Paper Industries Strategy. The Australia Institute report was part of the conservation group's presentation to a committee of Commonwealth officials in a special consultative session.

The Australian Institute report, commissioned by the conservation groups, found that the draft Commonwealth Strategy was based on some fundamentally erroneous assumptions, namely:

- that the Australian timber industry will continue to have a major native forest component;
- that more plantations are needed before timber industry structuring is possible;
- that Australia can become a major net exporter of wood & paper products.

Representatives of CCSERAC, the NSW Nature Conservation Council, National Parks Association, the North East Forest Alliance and South East Forest Conservation Council told the committee that the draft Strategy was "unrealistic". They believed that the Strategy did not recognise that the NSW timber industry was undergoing a major transition out of native forests and into softwood plantations, due to increased competitiveness of plantation timber and the NSW Government's stated policy to end all export woodchipping by the year 2000.

"Plantation timbers now comprise 60% of the market and this share is growing" said John Corkill of the North East Forest Alliance. "The Commonwealth Government has ignored this reality. The government's draft Strategy for Australia's future wood and paper industries is massively skewed towards propping up the native hardwood timber industry. It concentrates on an industry sector that will soon only provide a tiny percentage of Australia's timber needs."

The Australia Institute's report found that there was no need for new plantation establishment as softwoods planted in the 1960's & '70's were now coming on stream. Institute Director, Dr Clive Hamilton, told the committee he expected further research would reveal that Australia's huge softwood plantations will very quickly replace almost all uses of hardwood timber, with a maximum substitution being achieved around 2005.

The conservation groups pointed to a window of opportunity to end export woodchipping, with minimum economic and social impact, by retraining workers now while the plantation based industry and its massive value-adding infrastructure is being established. They told Commonwealth officials that a credible wood and paper industries strategy must include:

- a phase-out of Harris Daishowa's south east NSW export woodchipping operations within two years ;
- no renewal of Boral's Newcastle-based export woodchip licence past its current expiry date of Dec 1996;
- consideration of alternate fibre sources for paper production;
- clean, safe domestic paper production, aimed at import replacement;
- consistent nation-wide baseline environmental standards for logging;
- guarantees that comprehensive regional assessments would be completed before any long term commitments are made to the declining native forest-based industry.

"For more than a decade, the Federal ALP Government has pursued a mistaken approach to industry policy in this sector, which has helped protract conflict over native forests while failing to achieve the most basic economic and employment objectives. The Keating Government now has a chance to adjust its policy settings to the realities of the 1990's - and to regain the community's confidence in its ability to manage this issue effectively," said Sid Walker, Executive Officer of the NCC, "But the chance will not be repeated" he concluded.

For more information please contact: John Corkill,	015 489 760
Sid Walker,	015 489 760
Craig Darlington	(06) 247-7808

For technical information about the report contact: Dr Clive Hamilton on 281-6566

The Australia Institute report on the Wood and Paper Industry Strategy is supported by:

**Conservation Council of the South East Region and Canberra
The Nature Conservation Council of NSW
South East Forests Conservation Council
North East Forest Alliance
NSW National Parks Association
Friends of the Earth
Total Environment Centre
Concerned Residents of East Gippsland
Native Forest Network
Australian Conservation Foundation**

Copies of the report are available by ringing CCSERAC on (06) 247-7808

WHAT IS HAPPENING TO NSW'S FORESTS

This is a time of unprecedented change for the management of NSW's forests. Both the State and Federal Governments are committed to establishing a comprehensive, adequate and representative (CAR, or in NSW CARR) reserve system and adopting "ecologically sustainable" management practices throughout the forest estate. While this has been a requirement of the National Forest Policy Statement (NFPS) since 1992, it is only since the Woodchip debacle and the election of the Carr Government that things are finally moving. The challenge is to ensure that we end up with a reserve system and off-reserve management practices that are adequate to maintain our current diversity of species and functioning ecosystems into our uncertain future. Sooner or later, if the process is not sorted, it is likely that in excess of half of State Forests will be added to the reserve system.

The stakes are high, the timber unions and industry will fight hard to keep as much forest as possible and to manage what they hold onto as intensively as possible. The future of our forests is likely to be finally determined within 2-3 years. It will take a massive and coordinated push from the environment movement and raising of public awareness if we are to achieve truly ecologically sustainable reserve systems and forest management. Its now or never for our forests, the process has begun.

"URGENT" RESCHEDULING" AND INTERIM ASSESSMENTS

As a first step, the NSW ALP's forest policy commits them to urgently rescheduling logging operations out of oldgrowth forest and wilderness. The urgency of this appears to have been lost as the new government struggles with the reality of power and the bureaucracies come to grips with the new policy direction. It appears that a decision will be made by the end of May to place large areas of State Forests under moratoria until the "interim assessment" is complete, this is likely to include most (all?) of the larger areas of unlogged forest (as identified by State Forests). It appears that the intent is then to undertake a rapid, interim, oldgrowth assessment by the end of the year to identify areas to be placed under moratoria until the Comprehensive Regional Assessments (CRAs) are implemented.

While this is certainly a major leap forward, the problem is that it appears that the fragments of oldgrowth forest left scattered throughout the logged forests are likely to be sacrificed (at least until the interim process is complete) and there is currently no intent to consider all the values of forests in identifying moratoria in both the "urgent" and "interim" assessments.

If the NSW ALP, unions, industry and State Forests get their way it will not be until the CRA process is complete that values other than oldgrowth will be protected. Given that the best of our forests have already been raped by loggers and that many consequently endangered species are primarily found in these forests this is not good enough. Particularly as the inertia on CRAs is such that it may be quite a few years, and maybe not until after the next election, before a CAR reserve system is instigated. With State Forests currently practising clearfelling practices throughout NSW the damage will be severe and many forests required for the reserve system further degraded. Reserves comprised of 1-5 year old regrowth (often of species and genotypes not endemic to the area) is a major problem.

COMPREHENSIVE REGIONAL ASSESSMENTS

Both the NSW and Federal Governments are committed to undertaking CRA's to identify CAR reserve systems. The NFPS required that this be done for public lands by the end of 1995, though the lack of any progress until recently has resulted in Keating now requiring this by the year 2000. With a possible change of Federal Government later this year or by March next year there may yet be further setting back of timelines (how does 2020 sound?).

While the woodchipping HCV assessment did not achieve much in relation to protecting forests this year, it did create such a storm that the Federal Government realised that they had better take some action in relation to actually implementing the conservation requirements of the NFPS before woodchip licences are renewed next year. To this end they have released two draft documents: 'National Forest Conservation Reserves, Commonwealth Proposed Criteria' and 'Wood and Paper Industries Strategy' for comment by mid May. These will be finalised in June.

A working group of Commonwealth and State bureaucrats (known as JANIS) have been attempting for a couple of years to come up with national reserve criteria. They came up with a pitiable set of "criteria" which NSW and Victoria wanted watered down further. In desperation the Commonwealth developed their own criteria which are still so vague that the states can do whatever they like. The one saving grace is that they require as "a broad benchmark" "15 per cent of the pre-1788 distribution of each forest community should be represented in statutory conservation reserves". While this is still not good enough (particularly with the qualifications given), it does set a national safety net for reserves. Predictably some of the states are already calling foul and appear set to fight this requirement.

The only other definitive requirements are that 60% of the remaining extent of oldgrowth forest (more in a limited number of cases) and 90% of wilderness be put under moratoria on an interim basis. These are appalling requirements, for example if there is 20% of a forest type left of which 25% is oldgrowth, then in effect it will only be necessary to reserve 60% of 25% of 20% which equates as reserving 3% of the original extent of that forest type as oldgrowth - it is an absurd situation where only 5% of the original extent of a forest type remains as oldgrowth and they are allowed to log an additional 2% even though they are at the same time required to reserve 15% (or more) of the original extent.

In general the reserve criteria paper is a discussion of general principles which fails to actually specify national baseline criteria for most values. If the criteria are not made more specific we may end up with a representative reserve system that is neither adequate nor comprehensive.

In the Federal Government's recent budget \$53 million was allocated for four years to undertake CRA's for five regions, including north east NSW. Most of this will be for "core funding" (ie employing 100 federal bureaucrats), with only limited funding available for actual assessments.

Deferred Forest Areas

To its credit (and it doesn't deserve much) the Federal ALP has required that by the end of August the States identify Deferred Forest Areas (DFAs) to be placed under moratoria before the woodchip licences are renewed (likely in September this year). DFAs are meant to include all forests likely to be required for a CAR reserve system, with the intent of placing moratoria over a larger area than will be ultimately required. For NSW this will mean that all conservation values will have to be taken into account in identifying moratoria well before the NSW Government wants. NSW has not yet determined its response to DFAs, but it can be expected to claim that its moratoria are enough. Ensuring that NSW identify DFAs is essential if we wish to avoid further degradation of forests that are required for the reserve system and, most importantly, reduce the likelihood of further species extinctions.

Dallan Pugh

May 95



NORTH COAST ENVIRONMENT COUNCIL INC.

C/- J. TEDDER
PAVANS RD., GRASSY HEAD,
via STUARTS POINT. 2441
(065) 69 0802

WOOD AND PAPER INDUSTRIES STRATEGY.

COMMENTS ON THE DISCUSSION PAPER

This strategy is narrow in concept and appears to be driven by a very short term and unrealistic vision of the future.

It takes up two issues which the industry have raised in the last few years; namely resource security and the potential for a very large expansion in the timber and pulp industry; but fails to analyse the validity of these claims.

The strategy underplays the large employment and production possibilities in the huge and under-utilised softwood plantation resource. It should have examined what strategies are necessary to see that this resource is value added in Australia and not permitted to be exported as chips which we understand is now happening.

The paper fails to come to grips with the reality of the situation in the native hardwood forests and does not examine the alternate routes to solving timber and paper supplies for Australia.

Resource Security and Supply.

This concept has been raised by industry bodies, apparently during the past four to five years. Why has this concept become such a catch cry from the industry?

Pulp and paper mills have been established in Australia for many years and there was little talk of the need for hard and fast guarantees for security of the wood resource. In Tasmania the Boyer firm began establishing its own plantations as also occurred in Victoria. Though APM Maryvale still draws upon native forests for two of its three pulp mills there will, according to Judy Clark Consultancy, be a surplus of softwood and the conversion of one of these mills to handle a mix of softwood and plantation hardwood could see a dramatic decline in the need to harvest from native forests.

It is now widely acknowledged that the harvesting of native forests particularly in NSW has exceeded sustainable yields. Over the past 15 years there have been several reductions in the quotas and the Forestry management authorities forecast yet another reduction, of on the North Coast of up to 25% for most management areas. How can resource security be granted over a declining resource? The comprehensive and adequate reserve system which the Commonwealth is seeking will take out areas which may have supplied hardwood for a few more years. The emphasis is on the phrase "a few more years" as

2.3 Production should be aimed chiefly at replacing imports. (This makes a positive contribution to Australia's trade deficit in paper and paper products, provides additional employment, gives us control over the environmental impact of production and type of feedstock and processes utilised, and avoids the pitfalls of world market fluctuations in supply).

3. SPECIFIC PARAMETERS FOR MILLS.

3.1 Ecological criteria include

- having available and appropriate water supply,
- having access by existing rail links,
- siting in optimal proximity to urban paper collection centres and virgin plantation feedstock sources to minimise transport costs,
- placement in a previously modified area, either by replacing an outdated mill or being built near established industry,
- being sited in an area that is amenable to the use of biological treatment and can assimilate treated effluent,
- ability to maintain the ecological characteristics of the local environment.

3.2 Social criteria include

- being sited only after full and open consultation processes within the community,
- having capacity to provide additional employment and positive economic returns (i.e. after cost benefit analysis proves no undue disadvantage or disruption to previously established industry eg. tourism, fisheries),
- avoiding social disruption, such as infrastructure demands that may strain community resources,
- satisfying all occupational health and safety requirements,

paid envelopes so it doesn't cost anything to send all ticket butts, unsold tickets and money back to us.

- C) You distribute your tickets however you see fit, advertise the raffle in newsletters, start selling tickets etc by mid June.
- D) You and your members send all the money raised and the ticket butts back to us in the reply paid envelopes by August the 7th.
- E) We process all incoming money and tickets sold and calculate the money owed to all participating groups. We draw the prizes on August 21st and send the money back to the groups!

HOW MUCH CAN YOU MAKE?

Here are some sample figures to help you decide how high to aim with the raffle. From now on think about tickets in terms of books (of 20).

Tickets sold	Money made
10 books x 20 tickets x \$2 = \$400/2 =	\$200 for your group & \$200 for NCC
20 books = \$800/2 =	\$400 for your group & \$400 for NCC
50 books = \$2000/2 =	\$1000 for your group & \$1000 for NCC

When you order your books you will have to order slightly more than the amount you'd like to sell in order to ensure that your target is reached.

We will be contacting as many member groups as possible over the next few weeks but please ring or write to us to order your tickets or ask any questions about the raffle.

Looking forward to hearing from you soon

Kim Brebach
NCC Fundraising Officer

Please fill out this form and send it to;
NCC Raffle 39 George st, The Rocks SYDNEY 2000

NCC RAFFLE TICKET BOOK ORDER FORM

ORGANISATION.....
 ADDRESS.....
 CONTACT..... PH H)..... W).....
 NUMBER OF TICKET BOOKS NEEDED.....

- taking account of visual impact, noise and odour emissions;

-proaviding maximum public participation in planning and apkproval processes (Environmental Impact Assessment).

4. PULP MILL FEEDSTOCK

4.1 Feedstock must not be based on any native forest timber, whether froml modified or undisturbed forests.

4.2 Pulp and paper mills should bae sourced entirely from the following feedstocks

- wastepaper of various grades froml the local region,
- hardwood plantation pulp,
- softwod plantation pulp,
- possible non-wood fibres such as kenaf, bagasse, hemp, wheat straw,;
- combinations of the above.

4.3 New plantations should be established on already acleared land, preferably through joint ventures with landholders, such as plantation share farming schemes.

4.4 Any new mill based upon wood fibre should be able to utilise a mixed feed of hardwood and softwood. This would allow unallocated volumes of softwood pulp from pine plantation as well as existing hardwood plantations to be used as appropriate to pulp requiirements.

5. PULPING TECHNOLOGIES

5.1 Pulp mills should be licenced only if the pulping technology utilised is the best availablel;;

- the aleast polluting.

5.3 Energy processes should include downstream use of industrial steam for heat or power, that is co-generation of energy. Renewable energy options should be investigated.

- * Addition of a plant for the production of meat meal and tallow from abattoir by-products at Burrangong Abattoir, Portions 479, 480 and 481, Parish of Young by Soxami Pty. Ltd. 12.11.91

Young Shire Council

ALSO ON EXHIBITION

- * Assessment Report in relation to the location of the Toll Plaza for that part of the F5 Freeway between Moorebank Avenue and King Georges Road ("The Western F5"). The report includes the determination under Part V (EPAA 1979) and previous documentation - EIS (1985); earlier assessment reports and determinations; review of environment factors (Feb. 1991/Aug 1991). On display until 30.10.91

Roads and Traffic Authority

- * Clause 64 assessment report and determination for proposed connection from Barton Highway to Yass Traffic Relief Route (part of Yass Bypass Scheme) by Roads and Traffic Authority (Note: EIS exhibited 27.8.90 to 28.9.90). On exhibition until 8.11.91
- * Supplement to Draft EIS on the proposed third runway at Sydney (Kingsford Smith) Airport prepared in accordance with Commonwealth Legislation. Volume One comprises of FAC responses to the issues raised in public submissions; Volume Two is a summary of public submissions. (Note: This supplement together with the Draft EIS (exhibited 20.9.90 to 20.12.90) forms the Final EIS.

5.4 Maximum conservation and recycling of water used during pulping process should be achieved.

6. POLLUTION PREVENTION

6.1 Pulp and paper mill technologies should aim to prevent or contain all polluting airborne emissions and effluent discharges. This can be achieved through input control and process design, and should include "closed loop" technology.

6.2 Treatment of all mill effluent discharges should be on-site. Consideration should be given to the use of bio control techniques.

6.3 Processes which result in discharges of stable organochlorines should be eliminated as a top priority.

7. BRIGHTENING PROCESSES

7.1 Pulp and paper mills should avoid all bleaching with chlorine or chlorine-based substitutes.

7.2 Methods including biological (fungal) pretreatment, increased oxygen delignification, extended cooking and improved washing (using recycled water) of the pulp should be used to avoid chlorine based chemicals to achieve brightness. Where further brightening is required (ie. for some specialist papers), the hydrogen peroxide process should be applied.

8. MARKET STRATEGY

8.1 Australia should develop a market niche for quality unbleached or lower brightness paper products chiefly for domestic use, with some export component.

8.2 Australia should aim to produce "environmentally sound" pulp and paper products, preferably unbleached but certainly chlorine free based on sources other than native forests and made from various fibre combinations.

8.3 The market for recycled paper should be expanded by

- * Increase in capacity of existing shale quarry and crushing/screening plant to 100,000 t.p.a. on Lot 4, DP 775296 (Portion 159), Parish of Wandrawandian, Parnell Road, Tomerong, south of Nowra by John M. Herbert Pty Ltd 17.7.90

Shoalhaven City Council
- * Hard rock quarry, crushing and screening facilities and access road at Mt Flora, north of Mittagong by CSR Readymix 17.7.90

Wingecarribee Shire Council
- * Concrete batching plant on Lot 15 (Resub of Lot 3, DP 771537), Apollo Cr off Dell Road, West Gosford by Earburn Pty Ltd 18.7.90

Gosford City Council
- * Construction of a four lane tunnel below William, Park and Druitt Streets together with a 1,200 bay underground car park and underground shopping arcade below Park St & pedestrian overbridges in Hyde Park by Concrete-Kumagai Joint Venture 24.7.90

Sydney City Council

providing unbleached, recycled products for office use, especially for photocopying purposes (80% of office paper consumption comprises photocopy paper, very often for short term use).

8.4 The market should be educated to conserve on the use of paper and to use the grade appropriate to requirements and to substitute; paper for plastics.

9. ECONOMIC FACTORS

9.1 Pulp mill projects should not place a burden on the Australian taxpayer.

9.2 We are opposed to government guaranteed access to native forests which are community assets (resource security legislation).

9.3 Resource security legislation for feedstock should not be considered as an option because it does not take into account the

- global competition - especially from larger, lower cost (in some cases less ecologically oriented) producers,
- the effect of fluctuating exchange rates on exports;;,
- the volatile nature of international market for pulp,
- taxpayer subsidies for infrastructure and resource costs, (industry will demand that wood and energy costs, etc, be kept low),

- the balance of payments effect of imported equipment and foreign debt used in project,
- regional diseconomies within Australia,
- the effects of intensive harvesting on water quality and soil degradation adding to costs in the medium to long term,
- the need for mills to have their own resources.

DISCUSSION ON RESOURCE USE AND EMPLOY

The superior qualities and cost advantages of plantation-grown hardwoods over native forest logs for pulp production are well recognised. In 5-10 years time, native forests pulpwood will largely have been replaced by production from massive pulpwood plantations overseas (Brazil, Spain, Portugal and South Africa.) Therefore, industry's demand for exclusive access to Australian native forests for continued logging for

Industrial Relations Act 1988

AUSTRALIAN INDUSTRIAL RELATIONS COMMISSION

NOTICE FIXING TIME DATE AND PLACE FOR HEARING
OF AN ALLEGED INDUSTRIAL DISPUTE

You are alleged to be a party to an industrial dispute about wages and conditions for Jobskills Trainees.

The claimant is the Federated Clerks Union of Australia.

The alleged industrial dispute will be dealt with by Deputy President MacBean at 3.30 [pm] on the 23th day of May, 1992 at , and you may appear and be heard.
80 Collins St, Melbourne

If you do not satisfy the Commission within the period of 21 days commencing on the day on which this notice was served on you or within the period commencing on that day and expiring at the end of the day on which the initial findings of the Commission in relation to the matters in dispute were made, whichever is the longer period, that you are not a party to the industrial dispute, you will be bound by any award determining the dispute.

Dated 5 May 1992.

Michael Spence
Member of The Commission
of
Deputy Industrial Registrar.

If you have any queries regarding this listing please contact Mr H. Armstrong, FCU, 2nd Floor, 53 Queen St, Melbourne, 3000 Ph: 03/629 3801

To -

woodchips is not tenable or justifiable on either economic or environmental grounds. By the year 2000, recycled fibre as well as hardwood and softwood plantation sources should be sufficient to meet Australia's pulp and paper needs, even without consideration of alternative fibres. Systems for far greater recovery of office grade wastepaper will be in place, making it a cost effective component of pulp mill feedstock. The technology for using larger volumes of such paper in the pulping process already exists. The capacity to deink and reuse bulk supplies of newsprint will also come on stream in the next few years.)

Prepared from ACF draft policy and by members of the NCEC.

Bibliography: NSW Pulp & Paper Industry Task Force Report - Sept. '89

Pulp & Paper Mills: Their Effects on Ecology, Health & Economy, CHAST No 4 Sept. '89

Environmental Effects of Woodbased Pulp Mills -

N>. Keys, a office of Senator Valentine Oct '89

Environmental Guidelines for new Bleached Eucalypt

Kraft Pulp Mills Comm. of Australia Nov '89.

Pulp Mills: Modern Technology & Environmental Protection CSIRO June 1959.

They are allowed to educate their children and others about what it means to live in harmony with nature.

D. Management

Under the proposed NPW Bill, it is unlikely that any genuine influence of Aborigines in the management of transferred land will occur. Indeed, the legislation specifically provides that the "care, control and management" of the lands subject to the Act remains with the Director of National Parks. It is true that an "advisory management committee" is provided for, but the legislation is silent as to its powers, rights and duties. Its "functions" are to be negotiated as part of the lease terms. There is a very real obstacle, however, to the successful negotiation of provisions giving such a committee any real influence.

This obstacle is in the form of the exclusive and total control that the government has retained over the negotiation process.³⁹ In the negotiation of lease terms, any dispute that arises between the Minister and the Aboriginal Land Council goes to the Premier for binding arbitration.⁴⁰ This pervasive reservation of control evinces a general unwillingness to allow any genuine power sharing between the government and the Aborigines.

In stark contrast to the management opportunities provided by the proposed the New South Wales legislation, stands the affirmative duty to involve Aborigines in joint-managed parks in the Northern Territory. Indeed, the Aborigines have a majority vote on the "Board of Management" which decides courses of action on all major management issues.⁴¹ Aboriginal interests are promoted in a variety of other ways, which include a meaningful

³⁹ Indeed, the government has basically retained sole control over the entire process; from the reservation of binding arbitration powers of the negotiation of the lease; to the retention of the care, control and management of any land subject to the proposed Bill in the Director; to the binding arbitration powers of the Minister in connection with disputes arising concerning the operation of the lease; and to its binding arbitration powers in regards to the renegotiation of the lease.

⁴⁰ See infra, Section G., for a discussion of the deficiencies and unfairness of binding ministerial arbitration.

⁴¹ See National Parks and Wildlife Conservation Act 1975. See also Blowes, R., From Terra Nullius, at p. 8.

As requested - Brigid

Feb 6.92 T5d
M.A.A.

Australian Conservation Foundation
DRAFT POLICY
on
PULP and PAPER MILLS for AUSTRALIA

Prepared by - Brigid Dowsett,
Natural Resources Officer, ACF Sydney Office - (02) 252 2653

1 Ecological context of proposals and products

1.1. ACF is opposed on ecological grounds to intensive logging of native forests for any purpose.

1.2. Development proposals for pulp and paper mills must be considered in the context of achieving ecological sustainability.

- Projects must be assessed in an integrated way, evaluating the full social, environmental and economic impact and cost of every stage and process connected with forest ecology and forestry products.

- The production cycle must be considered in its entirety, from resource supply and extraction, manufacture, distribution and use, through to re-use, recycling and disposal of waste streams.

1.3. Attention must be given to the issues of -

- resource supply;
- the end use of forestry products; and
- implementing demand management, including the potential for modification, reduction or phase-out of the increasing volumes of consumer paper products.

1.4. Management goals must include:

- the sustainability and accountability of the industry;
- the minimising of overall raw materials input and energy usage to achieve resource conservation and maximum efficiency;
- environmental protection through waste minimisation technologies and pollution prevention processes;
- making optimum use of available secondary materials;
- internalising infrastructure and production costs so that the price of the end product reflects its full social costs. (Energy, water supplies and roading are frequently subsidised);
- maintaining a healthy and safe work place and local environment.

1.5 Existing Australian pulp and paper mills need urgent assessment of their impact, followed by immediate action to bring all their processes and practices within the parameters of ecological sustainability.

2 New mills

2.1 Pulp and paper mills should be of moderate scale, applying clean production processes including water and chemicals recycling, resource efficient pulping and on-site treatment to contain pollution. Mills of moderate scale are labour intensive rather than high-risk capital intensive and present lesser risks and impacts in ecological, social and economic terms.

2.2 Pulp and paper mills should be integrated and have the capacity to utilise a range of feedstock, sourced from hardwood and softwood plantations and incorporating high levels of wastepaper. They should produce pulp and paper products of a quality appropriate to the end use, unbleached except for specialised uses.

2.3 Production should be aimed chiefly at replacing imports of socially acceptable papers. (This makes a positive contribution to Australia's trade deficit in paper and paper products, provides additional employment, gives us control over the environmental impact of production and the type of feedstock and processes utilised, and avoids the pitfalls of world market fluctuations in supply).

3 Specific parameters for mills

3.1 Ecological criteria include -

- having available and appropriate water supply;
- having access by existing rail links;
- siting in optimal proximity to urban paper collection centres and virgin plantation feedstock sources to minimise transport costs.
- placement in a previously modified area, either by replacing an outdated mill or being built near established industry;
- being sited in an area that is amenable to the use of biological treatment and can assimilate treated effluent;
- ability to maintain the ecological characteristics of the local environment.

3.2 Social criteria include -

- being sited only after full and open consultation processes within the community;
- having capacity to provide additional employment and positive economic returns (i.e. after cost benefit analysis proves no undue disadvantage or disruption to previously established industry, e.g. tourism, fisheries);
- avoiding social disruption, such as infrastructure demands that may strain community resources;

- satisfying all occupational health and safety requirements;
- taking account of visual impact; noise and odour emissions;
- providing maximum public participation in planning and approval processes (Environmental Impact Assessment).

4 Pulp mill feedstock

4.1 Feedstock must not be based on any native forest timber, whether from modified or undisturbed forests.

4.2 Pulp and paper mills should be sourced entirely from the following feedstocks -

- (a) wastepaper of various grades from the local region,
- (b) hardwood plantation pulp,
- (c) softwood plantation pulp,
- (d) possible non-wood fibres such as kenaf, bagasse, hemp, wheat straw,
- (e) combinations of the above.

4.3 New plantations should be established on already cleared land, preferably through joint ventures with landholders, such as plantation share farming schemes.

4.4 Any new mill based upon wood fibre should be able to utilise a mixed feed of hardwood and softwood. This would allow unallocated volumes of softwood pulp from pine plantations as well as existing hardwood plantations to be used, as appropriate to pulp requirements.

5 Pulping technologies

5.1 Pulp mills should utilise only pulping technology that

- is virtually non-polluting;
- is the most resource-efficient process feasible;
- maximises the amount of fibre recovered without increasing consumption of energy.

5.2 Governments should encourage the research and application of innovative, benign pulping methods by banning new kraft mill projects. The wider potential of methods such as Chemi-thermo-mechanical pulping (CTMP) should be explored.

5.3 Energy processes should include downstream use of industrial steam for heat or power, that is, co-generation of energy. Renewable energy options should be investigated.

5.4 Maximum conservation and recycling of water used during pulping process should be achieved.

6 Pollution prevention

6.1 Pulp and paper mill technologies should aim to prevent or contain all polluting airborne emissions and effluent discharges. This can be achieved through input control and process design, and should include "closed loop" technology.

6.2 Treatment of all mill effluent discharges should be on-site, to tertiary level. Consideration should be given to the use of bio-control techniques.

6.3 Processes which result in discharges of stable organochlorines should be eliminated as a top priority.

7 Brightening processes

7.1 Pulp and paper mills should avoid all bleaching with chlorine or chlorine-based substitutes.

7.2 Methods including biological (fungal) pre-treatment, increased oxygen delignification, extended cooking and improved washing (using recycled water) of the pulp should be used to avoid chlorine-based chemicals to achieve brightness. Where further brightening is required (i.e. for some specialist papers), the hydrogen peroxide process should be applied.

8 Market strategy

8.1 Australia should develop a market niche for quality unbleached or lower brightness paper products chiefly for domestic use, with some export component. Industry's stated preferred market option for bleached eucalypt kraft pulp (BEKP) for export is unsustainable because:

- Australia would be producing into an highly competitive world market for BEKP;
- several countries have already established huge eucalypt plantations for export of superior quality hardwood pulp and paper products.

8.2 Australia should aim to produce "environmentally sound" pulp and paper products, preferably unbleached but certainly chlorine-free, based on sources other than native forests and made from various fibre combinations.

8.3 The market for recycled paper should be expanded by providing unbleached, recycled products for office use, especially for photocopying purposes (80% of office paper consumption comprises photocopy paper, very often for short term use).

8.4 The market should be educated to use paper sparingly, and to use the grade appropriate to requirements.

9 Economic factors

9.1 Pulp mill projects should not place a burden on the Australian taxpayer.

9.2 Producers of pulp and paper should not seek to achieve international competitiveness through obtaining government guaranteed access to native forests which are community assets (resource security legislation).

9.3 BEKP mills reliant upon resource security legislation for feedstock should not be considered as an option because it does not take into account the impacts of -

- (a) global competition - especially from larger, lower-cost (in some cases less ecologically oriented) producers;
- (b) the effect of fluctuating exchange rates on exports;
- (c) the volatile nature of international market for pulp;
- (d) taxpayer subsidies for infrastructure and resource costs, (industry will demand that wood and energy costs, etc. be kept low);
- (e) the balance of payments effect of imported equipment and foreign debt used in project;
- (f) regional diseconomies within Australia;
- (g) the effects of intensive harvesting on water quality and soil degradation adding to costs in the medium to long term.

Discussion on Resource Use and Supply

The superior qualities and cost advantages of plantation grown hardwoods over native forest logs for pulp production are well recognised. In 5-10 years time, native forest pulpwood will largely have been replaced by production from massive pulpwood plantations overseas (Brazil, Spain, Portugal and South Africa). Therefore, industry's demand for exclusive access to Australian native forests for continued logging for woodchips is not tenable or justifiable on either economic or environmental grounds.

By the year 2000, recycled fibre as well as hardwood and softwood plantation sources should be sufficient to meet Australia's pulp and paper needs, even without consideration of alternative fibres. Systems for far greater recovery of office grade wastepaper will be in place, making it a cost-effective component of pulp mill feedstock. The technology for using larger volumes of such paper in the pulping process already exists. (The capacity to deink and re-use bulk supplies of newsprint will also come on stream in the next few years.)

* See also ACF's Policy Statements on Pollution and Forestry

Tsa

CLARENCE VALLEY CONSERVATION COALITION Inc.

POST OFFICE BOX 1015, GRAFTON N.S.W. 2460.



13th March
1992

Mr J Tedder,
Secretary NCEC,
Pavans Rd
Grassy Head
Stuarts Point 2441.

Dear Jim,

For your information - a
copy of the ACF Draft policy
on pulp & paper mills for
Australia & copy of an
article in last Monday's
Daily Examiner.

Regards,

Leanne Blain

^{Tsd}
James - here is a copy of the latest draft paper
on pulp & paper mills. Comments welcome.
I'll send more details as ACF's policy emerges.

DRAFT

- Brigid D
1 June

Australian Conservation Foundation

POSITION STATEMENT

on

PARAMETERS FOR AUSTRALIAN PULP MILLS

Prepared by
Brigid Dowsett,
Natural Resources Officer, ACF Sydney Office - (02) 252 2653

Ecological context of industrial development

In ACF's view, it is essential that any discussion of proposals for pulp and paper mills be placed in the context of achieving ecological sustainability. This involves assessing the industry in an integrated way, evaluating the environmental effects of every stage and process connected with forest ecology and forestry products through to consumer demand, re-use and recycling, and waste management.

Regardless of whether or not we concur with the requirement for new mills to be built, it is important that the main focus of the debate be diverted from the issue of supply to the question of the ultimate end-use of forestry products and whether there is scope for modification, reduction or phase-out of the types of consumer product currently being supplied in increasing volumes. The emphasis must be on the issues of:

- sustainability and accountability of industries;
- the minimising of raw materials input and energy consumption per capita to achieve resource conservation and maximum efficiency; and on
- environment protection through waste minimisation and pollution abatement.

An evaluation is required of the impact and real cost of each stage of the production cycle from resource extraction and manufacture through to use and waste generation and handling

Community expectations

The community is entitled to expect industry to be accountable and to:

- take responsibility for using primary resources (raw materials, soil, water and energy) prudently,
- pay the true costs, in economic, social and ecological values, for resource use,
- make maximum use of available secondary materials,
- manage production efficiently and cleanly to avoid hazardous and other waste and pollution,
- internalise infrastructure and production costs so that the customer makes the decision that the end product is affordable, rather than the taxpayer in some way subsidising operations (cheap energy, water supplies, etc.)
- maintain a healthy and safe work place and local environment.

Existing industry

Existing Australian pulp and paper mills need an urgent assessment of their impact, in the form of an environmental audit, followed by action to bring all their processes and practices within the parameters proposed for any new projects, as outlined in this paper.

Scale of projects

For any future proposals, ACF's preference is for **moderate scale** pulp and paper mills (say, 75 - 150,000 tonnes per annum output), with production aimed chiefly at **import replacement**. This makes a positive contribution to Australia's trade deficit in paper and paper products, provides additional employment, gives us control over the environmental impact of production and the type of feedstock and processes utilised, and avoids the pitfalls of world market fluctuations in supply. Generally, this moderate scale of mill should present lesser risks in ecological, social and economic terms.

Integrated developments

Pulp and paper mills should be **integrated** in that they ^{are capable of} utilise a range of feedstock, incorporating high levels of post-consumer waste paper (where available). They should aim to produce pulp and paper products of a quality appropriate to the end use and avoid any form of chlorine bleaching. (Chlorine dioxide should not be substituted as organochlorines are still produced - see section 6).

Parameters for mills

More specifically, pulp and paper mills should fulfill the following criteria:

1. Location

Be **regionally placed** to satisfy the ecological criteria of -

- available and appropriate water supply,
- access by existing rail links,
- proximity to urban centres to minimise transport costs of feedstocks (e.g. used paper collected from cities, etc., and virgin feedstock from plantations - see section 3),
- placement in a "brownfield" situation, either replacing outdated mill or built near previously established industry (i.e. not positioned in an unmodified area where it becomes the sole employer in the region),
- being sited in an area that is amenable to use of biological treatment and can assimilate treated effluent,
- maintenance of the ecological characteristics of local environment.

2. Social considerations

Able to satisfy the following social criteria -

- preferably positioned within a willing community, and only after full and open consultation processes,
- have capacity to provide additional employment and positive economic returns (i.e. after cost benefit analysis proving no undue disadvantage or disruption to previously established industry, e.g. tourism, fisheries, etc.,
- create minimal social disruption through advent of new industry to an area where none of that type existed before,
- satisfy all occupational health and safety requirements,
- provide maximum public participation in planning and approval processes (Environmental Impact Assessment).

3. Pulp mill feedstock

Not to be based on any native forest timber. ACF is opposed on ecological grounds to intensive logging of native forests for **any** purpose, whether modified or undisturbed (old growth) forests. This includes in particular intensive logging for the exporting of low-value woodchips.

Pulp mills should utilise the following feedstock -

- post-consumer paper of various grades from local region,
- hardwood plantation pulp,
- softwood plantation pulp,
- possible alternative fibres such as kenaf, bagasse, wheat stubble, hemp,
- combinations of the above.

ACF anticipates that by the time new pulp mills of our preferred type come on stream (circa 1995) there will be sufficient feedstock from the above sources in those areas where pulp mills are likely to be built.

- systems for far greater recovery of office grade wastepaper will be in place, and the technology to use much larger volumes of such paper in the pulping process already exists. Therefore, waste (post-consumer) paper can be a major component of pulp mill feedstock in the 1990's, particularly when the market distortion that currently exists through incorrect pricing of timber from native forests, and waste disposal charges, is removed. The capacity to deink and re-use bulk supplies of newsprint will also come on stream in the next few years.
- industry and government are already establishing sufficient hardwood plantations to supply the hardwood needs of moderate scale mills by the mid-1990's. Any new plantations must be established on already cleared land, and ACF's preference is for joint ventures with landholders, such as plantation share farming schemes.
- with respect to milling technologies based upon wood fibre, those preferred by ACF (see section 5) involve a mixed feed of hardwood and softwood. This allows volumes of softwood pulpwood from pine plantations which are currently unallocated to be used for new pulpmills.
- plans for alternative fibre based pulp mills are well advanced in several States, (i.e. using straw stubble - WA, SA).

By the year 2000, with effective planning and based on present day projections, recycled paper as well as hardwood and softwood plantation sources will be sufficient to meet Australia's projected consumption, even without considering alternative fibres. Therefore, there is no justification for further logging of native forests for pulpwood.

The demand by industry for exclusive production zones, which is virtually the privatising of what are public forests and asset stripping, will be a continuing pressure if Australia gets locked into the world scale export-oriented option preferred by major players in the industry

The superior qualities and cost advantages of plantation grown hardwoods over native forest logs for pulp production are well recognised (see ACF's "Wood and the Trees"). In 10 years' time, native forest pulpwood will largely have been replaced by production from very large pulpwood plantations

overseas (see section 7). Therefore, industry's demand for exclusive access to native forests is not tenable on environmental or economic grounds.

4. Pulping technologies

Pulp mills should utilise pulping technology that, as well as being the least polluting, is the most resource-efficient process feasible and -

- maximises the amount of fibre recovered without increasing consumption of energy.
- gives priority to innovative pulping methods coming onstream (e.g. Organocell, being trialled in Germany),
- investigates the wider potential of methods such as Chemi-thermo-mechanical pulping (CTMP):

- *With CTMP, the woodchips are impregnated with sulphur-based chemicals before steaming. The chemical treatment extracts some lignin and resin from the wood resulting in a strong pulp which can be used widely - from hygiene products to writing-grade and coated papers for magazines, etc. It is not the highest grade, but the process can be applied to both softwood and (immature) hardwood -*

- *Neutral Sulphite Semi-chemical (NSSC) Processing uses sodium sulphite and sodium carbonate. It deserves further attention but is mainly being used for corrugated packaging material.*

- *Another process, the soda-anthraquinone (sodium hydroxide and anthraquinone chemical agents) process avoids use of sulphur dioxide but is otherwise similar to Kraft technology -*

- energy processes should include downstream use of industrial steam for heat or power, or co-generation of energy. Renewable energy options should be explored, where practicable,
- an independent audit to assess comparative energy and raw materials demand for existing and potential pulpmill technologies is needed,
- maximum recycling of water used during processing to be achieved.

5. Pollution abatement

Pulp and paper mill technologies should be applied that aim to prevent all polluting air emissions and effluent discharges. This is achieved through input control and process design -

- while stable organochlorines are of paramount concern, our preferred pulp mill will aim to prevent discharge of all polluting effluents,

- airborne emissions will be controlled,
- treatment of all effluent discharges will be on-site, to tertiary level, and include use of the latest bio-control techniques,
- "closed loop" technology now being developed overseas (e.g. Canada) to be implemented.

6. Bleaching processes

Pulp and paper mills should avoid all bleaching with chlorine or chlorine substitutes. Where required (i.e. some printing and writing papers), the hydrogen peroxide process should be applied -

- increased oxygen delignification and extensive washing (by use of recycled water) is proposed in order to avoid use of chlorine-based chemicals to achieve brightness. Effluents from any bleaching to be treated appropriately on-site.

7. Market strategy

Australia should aim for an "environmentally sound" market niche, providing paper products, based on sources other than native forests, that are of high quality, preferably unbleached but certainly chlorine-free, and made by various fibre combinations. Producing these papers locally ensures that we largely have control over the environmental impacts of paper manufacture and consumption in this country.

It is evident that, for many purposes, the paper currently being produced and used is of a higher grade (i.e. made from 100% virgin material and fully bleached) than is needed. For instance, 80% of office paper consumption comprises photocopy paper, which is not generally required to endure for decades. Recycled paper produced specifically for photocopiers is gaining wide acceptance with only limited promotion, so the market is there.

Bleached hardwood kraft pulp (BHKP) is industry's stated market option, but competing nations such as Brazil, Spain, Portugal and South Africa have larger, more established eucalypt plantations on which to base an export hardwood pulp and paper industry. Since Australia could only capture a small percentage of the world market for BHKP in terms of production at this stage, development of an **alternative market niche** for quality unbleached or lower brightness paper products should be pursued for domestic as well as export-oriented markets.

- these papers will **replace imports** to the greatest extent possible, (e.g. cost of imports of printing and writing papers is estimated at well over

\$600 million in '88/89) - and be targetted at international markets also.

8. Economic factors

Proposed pulp mills should not place an unwarranted burden on the Australian taxpayer. Moderate scale mills of the type outlined above, with the emphasis on import replacement strategy, are far less affected by the following economic factors.

- the "**international competitiveness**" approach to world-scale export-oriented projects, which industry claims can guarantee viability through economies of scale, is limited as well as risky. As well as the fact that this pulp mill option is based on using Bleached Eucalypt Kraft, there is concern because it does not take into account the impact of -

- global competition - especially from larger, lower-cost (in some cases less environmentally sound) producers,
 - the effect of fluctuating exchange rates on exports,
 - the volatile nature of international market for pulp,
 - taxpayer subsidies for infrastructure and resource costs, (industry will demand that wood and energy costs, etc. be kept low),
 - the balance of payments effect of imported equipment and foreign debt used in project,
 - regional diseconomies,
 - the effects of intensive harvesting on water quality and soil degradation adding to costs in the medium to long term.
- *This type of development must stand alone and not be propped up by hidden charges to the taxpayer. (At Wesley Vale, for instance, the amount agreed for accelerated depreciation was tantamount to a \$17 million handout to industry) -*

NORTH COAST ENVIRONMENT COUNCIL

POLICY ON PULP AND PAPER MILLS

FOR THE NORTH COAST AND AUSTRALIA

1. ECOLOGICAL CONTEXT OF PROPOSALS AND PRODUCTS

The NCEC is opposed on ecological grounds to logging of native forests for any purpose.

1.2 Development proposals for pulp and paper mills must be considered in the context of achieving ecological sustainability.

- Projects must be assessed in an integrated way, evaluating the full social, environmental and economic impact and cost of every stage and process connected with forest ecology and forestry products.

- The production cycle must be considered in its entirety, from resource supply and extraction, manufacture, distribution and use, through to re-use recycling and disposal of waste streams.

1.3 Attention must be given to the issues of .

- resource supply
- the end use of forestry products; and
- implementing demand or phase out of the increasing volumes of consumer paper products by a structure of pricing and taxation.

1.4 Management goals must include

- the sustainability and accountability of the industry,
- the minimising of overall raw materials input and energy usage to achieve resource conservation while minimising adverse effects on the surrounding environment;

NATURE CONSERVATION COUNCIL OF NSW

THE NATURE CONSERVATION COUNCIL OF NSW
 39 GEORGE STREET,
 SYDNEY, NSW 2000.
 PHONE: (02) 27 2228/27 4206.
 FAX: (02) 27 1206 "Attention NCC".



12th January, 1989

Dear member society,

As you may know, the Nature Conservation Council has, for the first time, a Director. I commence my position at a time when we have moved to a better placed, but smaller, building - at 39 George Street, Sydney. There are a number of issues that are of paramount importance to the N.C.C., and to conservation in general.

These are:

1. The Shop

Now that we are in George Street, we need to build up the Environment Shop as a major outlet for environmental merchandise. To this end, we would like to put the message out that we are looking for a Shop Manager and Information Person at \$18,000 per annum, plus a productivity bonus. The position should commence in February. Sales and environmental experience are an advantage. Contact me on (02) 27 2228.

2. Volunteers

The N.C.C. desperately needs volunteers to run the Environment Centre, answer phones, etc. Could Sydney groups please put out a call for volunteers? In particular, we urgently need a volunteer Librarian.

3. South-east Forests

As you will be aware, the situation is becoming critical regarding woodchipping in N.S.W.'s south east. On a State level we face a Government that refuses to act to protect representative areas of the South East (e.g. Egan Peaks and Tantawangalo) and the Coolongubra Wilderness. On a National level we are faced with a Government that is planning to grant a woodchip license until the year 2005! In my view, the woodchip issue will become the big environmental issue this year. I urge your society to give the South East Forests Campaign your utmost support.

.... /page 2 ...

- environmental protection through waste minimisation technologies and pollution prevention processes,
- making optimum use of available secondary materials;
- internalising infrastructure and production costs so that the price of the end product reflects its full social costs. (Energy, water supplies and roading are frequently subsidised);
- maintaining a healthy and safe work place and local environment,
- maximising the utility or economic value of products produced from any feedstock.

1.5 Existing Australian pulp and paper mills need urgent assessment of their impact, followed by action to bring all their processes and practices within the parameters of ecological sustainability.

2. NEW MILLS

2.1 Pulp and paper mills should be of moderate scale, applying clean production processes including water and chemicals recycling, resource efficient pulping and on-site treatment to contain pollution. Mills of moderate scale are labour intensive rather than; high-risk capital intensive and present lesser risks and impacts in ecological, social and economic terms. CTM mills are more acceptable than chemical mills.

2.2 Pulp and paper mills should have the capacity to utilise a range of feedstock, sourced from hardwood and softwood plantations, other materials, and incorporating high levels of wastepaper. They should produce products of a quality appropriate to the end use, unbleached except for specialised uses.

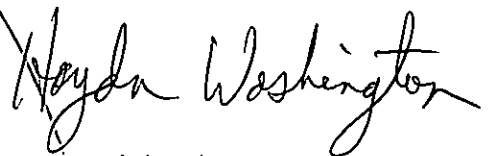
In particular, I suggest the following:

- A. Please support the South East Fighting Fund being organised by Jeff Angel at the Total Environment Centre.
- B. Contact your local Federal members, urging them to support the Egan Peaks, Tantawangalo and Coolongubra areas being removed from the woodchip license. Contact your State member and urge her/him to support National Parks over these areas.
- C. I believe that the woodchip issue in the South East will, in the end, come to a blockade. I urge your society to consider taking part in non-violent action to protect these forests. You may never have been involved in such action before, but I feel that now is the time for us all to stand up and be counted.

A summary of the woodchip situation is being held at Greenpeace, 4th Floor, Pioneer House, 134 Broadway, Sydney at 1 p.m. on Saturday 21 January. In addition to a briefing session, the basics of non-violent action will be discussed. I hope your group can attend.

I hope your group can help the N.C.C. in these matters and I look forward to a long and fruitful relationship in the interests of Conservation in N.S.W.

Yours sincerely,



H.G. Washington,
Director N.C.C.



Mr James Tedder
Hon. Secretary
North Coast Environment Council
Pavans Road, Grassy Heads
Via STUART'S POINT NSW 2441

Tse



CEPA

**Commonwealth
Environment
Protection Agency**

Dear Mr Tedder

The Commonwealth Government is currently developing scientific criteria for defining Environmentally Preferred Paper products so that a 90% mandatory purchasing target for certain prescribed categories of paper products can be met by the end of the 1995-96 financial year. A draft discussion paper has now been prepared and is being circulated for comment to industry, community groups, unions and government. A copy is enclosed with this letter.

The document outlines the major events leading up to the Government's decision to develop scientific criteria for defining Environmentally Preferred Paper products and identifies options for a range of criteria which could form the basis of final recommendations to Government. As the content of the document is intended to stimulate ideas and discussion on all aspects of this proposal, we would appreciate your views, comments and any other suggestions you may have on:

- the criteria objectives;
- options for developing the scientific criteria;
- the issues on which the scientific criteria should be based;
- the relevance of overseas schemes to the Australian situation;
- appropriate scientific criteria and their evaluation detailing the rationale for the selection of each criterion;
- implementation/administration of criteria for government purchases;
- the consultation process;
- the process for review of scientific criteria.

Your comments will provide valuable input into the development of specific criteria for defining environmentally preferred paper products.

To facilitate the implementation of the Government's decision, it is intended to finalise the scientific criteria by February 1994. The closing date for written comments on the attached document is 11 November 1993. Should you wish to discuss any aspect of the document with an officer of this Agency, Ms Fiona Conolly (06 274 1733) will be pleased to help you with your enquires.

It is proposed that discussions will be held with representatives of specific interest groups to elaborate on written comments received. It is intended that these discussions will take place in late November.

Yours sincerely

A handwritten signature in black ink, appearing to read 'C. Gallagher', with a stylized, cursive script.

Clark Gallagher
Director
Pulp and Paper Unit

20 October 1993

75e



Byron Environment Centre

Shop 7 Cavanbah Place Jonson Street Byron Bay NSW 2481 Australia Tel: 066 857 066

23/6/92

Dear Jim,

Here is the Bamboo paper I promised to send.

Please send any comments by early July - I hope to get a final corrected version printed about mid-July.

I have a mailing list which I am working up of about 50 people who will at that stage get complimentary copies, then I'll sell further copies after then.

Cheer Richard

- 100% Recycled Paper -

lent to Ram to read.
644108

As requested - *Brigid*

Feb 6.92 T5d
H.N.A.

North Coast Environment Council
Australian Conservation Foundation
DRAFT POLICY

on *North Coast & Arnhem Land*
PULP and PAPER MILLS for AUSTRALIA

~~Prepared by ACF~~
~~Brigid Dowsett~~
~~Natural Resources Officer, ACF Sydney Office (02) 252-2653~~

1 Ecological context of proposals and products

The NCEC
1.1. ~~ACF~~ is opposed on ecological grounds to intensive logging of native forests for any purpose.

1.2. Development proposals for pulp and paper mills must be considered in the context of achieving ecological sustainability.

- Projects must be assessed in an integrated way, evaluating the full social, environmental and economic impact and cost of every stage and process connected with forest ecology and forestry products.

- The production cycle must be considered in its entirety, from resource supply and extraction, manufacture, distribution and use, through to re-use, recycling and disposal of waste streams.

1.3. Attention must be given to the issues of -

- resource supply;
- the end use of forestry products; and
- implementing demand management, including the potential for modification, reduction or phase-out of the increasing volumes of consumer paper products *by a structure of pricing and taxation*

1.4. Management goals must include:

- the sustainability and accountability of the industry;
 - the minimising of overall raw materials input and energy usage to achieve resource conservation and ~~maximum efficiency~~ *while minimising adverse effect on the surrounding environment*;
 - environmental protection through waste minimisation technologies and pollution prevention processes;
 - making optimum use of available secondary materials;
 - internalising infrastructure and production costs so that the price of the end product reflects its full social costs. (Energy, water supplies and roading are frequently subsidised);
 - maintaining a healthy and safe work place and local environment.
- maximising the utility or economic value of products produced from any forest*

1.5 Existing Australian pulp and paper mills need urgent assessment of their impact, followed by immediate action to bring all their processes and practices within the parameters of ecological sustainability.

2 New mills

2.1 Pulp and paper mills should be of moderate scale, applying clean production processes including water and chemicals recycling, resource efficient pulping and on-site treatment to contain pollution. Mills of moderate scale are labour intensive rather than high-risk capital intensive and present lesser risks and impacts in ecological, social and economic terms. *GTM mills are more acceptable than chemical mills.*

2.2 Pulp and paper mills *materials* ~~should~~ *be integrated and* have the capacity to utilise a range of feedstock, sourced from hardwood ~~and~~ *softwood* plantations, ~~and~~ *other* incorporating high levels of wastepaper. They should produce ~~pulp and paper~~ *products* of a quality appropriate to the end use, unbleached except for specialised uses.

2.3 Production should be aimed chiefly at replacing imports ~~of socially acceptable papers~~ *(This makes a positive contribution to Australia's trade deficit in paper and paper products, provides additional employment, gives us control over the environmental impact of production and the type of feedstock and processes utilised, and avoids the pitfalls of world market fluctuations in supply).*

3 Specific parameters for mills

3.1 Ecological criteria include -

- having available and appropriate water supply;
- having access by existing rail links;
- siting in optimal proximity to urban paper collection centres and virgin plantation feedstock sources to minimise transport costs.
- placement in a previously modified area, either by replacing an outdated mill or being built near established industry;
- being sited in an area that is amenable to the use of biological treatment and can assimilate treated effluent;
- ability to maintain the ecological characteristics of the local environment.

3.2 Social criteria include -

- being sited only after full and open consultation processes within the community;
- having capacity to provide additional employment and positive economic returns (i.e. after cost benefit analysis proves no undue disadvantage or disruption to previously established industry, e.g. tourism, fisheries);
- avoiding social disruption, such as infrastructure demands that may strain community resources;

- satisfying all occupational health and safety requirements;
- taking account of visual impact; noise and odour emissions;
- providing maximum public participation in planning and approval processes (Environmental Impact Assessment).

4 Pulp mill feedstock

4.1 Feedstock must not be based on any native forest timber, whether from modified or undisturbed forests.

4.2 Pulp and paper mills should be sourced entirely from the following feedstocks -

- wastepaper of various grades from the local region,
- hardwood plantation pulp,
- softwood plantation pulp,
- possible non-wood fibres such as kenaf, bagasse, hemp, wheat straw,
- combinations of the above.

4.3 New plantations should be established on already cleared land, preferably through joint ventures with landholders, such as plantation share farming schemes.

4.4 Any new mill based upon wood fibre should be able to utilise a mixed feed of hardwood and softwood. This would allow unallocated volumes of softwood pulp from pine plantations as well as existing hardwood plantations to be used, as appropriate to pulp requirements.

5 Pulping technologies

5.1 Pulp mills should ^{technology} ~~utilise only pulping technology that~~ *be licensed only if the pulping technology is*

~~is virtually non-polluting~~ *the best available*

~~is the most resource-efficient process feasible;~~

~~maximises the amount of fibre recovered without increasing consumption~~

~~of energy;~~

~~is the least polluting~~

5.2 Governments should encourage the research and application of innovative, benign pulping methods, ~~by banning new kraft mill projects.~~

~~The wider potential of methods such as Chemi-thermo-mechanical pulping (CTMP) should be explored.~~

5.3 Energy processes should include downstream use of industrial steam for heat or power, that is, co-generation of energy. Renewable energy options should be investigated.

5.4 Maximum conservation and recycling of water used during pulping process should be achieved.

6 Pollution prevention

6.1 Pulp and paper mill technologies should aim to prevent or contain all polluting airborne emissions and effluent discharges. This can be achieved through input control and process design, and should include "closed loop" technology.

6.2 Treatment of all mill effluent discharges should be on-site, ~~to tertiary level.~~ Consideration should be given to the use of bio-control techniques.

6.3 Processes which result in discharges of stable organochlorines should be eliminated as a top priority.

7 Brightening processes

7.1 Pulp and paper mills should avoid all bleaching with chlorine or chlorine-based substitutes.

7.2 Methods including biological (fungal) pre-treatment, increased oxygen delignification, extended cooking and improved washing (using recycled water) of the pulp should be used to avoid chlorine-based chemicals to achieve brightness. Where further brightening is required (i.e. for some specialist papers), the hydrogen peroxide process should be applied.

8 Market strategy

8.1 Australia should develop a market niche for quality unbleached or lower brightness paper products chiefly for domestic use, with some export component. ~~Industry's stated preferred market option for bleached eucalypt kraft pulp (BEKP) for export is unsustainable because:~~

- ~~- Australia would be producing into an highly competitive world market for BEKP.~~
- ~~- several countries have already established huge eucalypt plantations for export of superior quality hardwood pulp and paper products.~~

8.2 Australia should aim to produce "environmentally sound" pulp and paper products, preferably unbleached but certainly chlorine-free, based on sources other than native forests and made from various fibre combinations.

8.3 The market for recycled paper should be expanded by providing unbleached, recycled products for office use, especially for photocopying purposes (80% of office paper consumption comprises photocopy paper, very often for short term use).

to converge on the use of paper and
8.4 The market should be educated to use paper sparingly, and to use the grade appropriate to requirements. *and to substitute paper for plastics*

9 Economic factors

9.1 Pulp mill projects should not place a burden on the Australian taxpayer. *8*

we are opposed to
9.2 ~~Producers of pulp and paper~~ should not seek to achieve international competitiveness, through obtaining government guaranteed access to native forests which are community assets (resource security legislation).

9.3 ~~BEKP mills reliant upon~~ Resource security legislation for feedstock should not be considered as an option because it does not take into account the impacts of -

- (a) global competition - especially from larger, lower-cost (in some cases less ecologically oriented) producers;
- (b) the effect of fluctuating exchange rates on exports;
- (c) the volatile nature of international market for pulp;
- (d) taxpayer subsidies for infrastructure and resource costs, (industry will demand that wood and energy costs, etc. be kept low);
- (e) the balance of payments effect of imported equipment and foreign debt used in project;
- (f) regional diseconomies within Australia;
- (g) the effects of intensive harvesting on water quality and soil degradation adding to costs in the medium to long term.

h) the need for mills to have their own resources

Discussion on Resource Use and Supply

The superior qualities and cost advantages of plantation grown hardwoods over native forest logs for pulp production are well recognised. In 5-10 years time, native forest pulpwood will largely have been replaced by production from massive pulpwood plantations overseas (Brazil, Spain, Portugal and South Africa). Therefore, industry's demand for exclusive access to Australian native forests for continued logging for woodchips is not tenable or justifiable on either economic or environmental grounds.

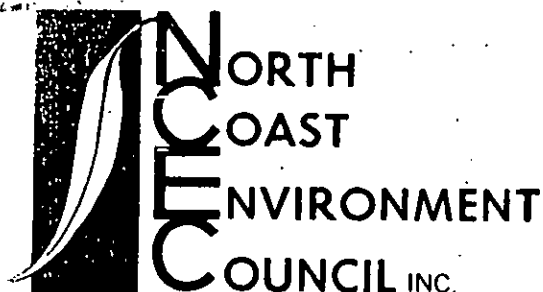
By the year 2000, recycled fibre as well as hardwood and softwood plantation sources should be sufficient to meet Australia's pulp and paper needs, even without consideration of alternative fibres. Systems for far greater recovery of office grade wastepaper will be in place, making it a cost-effective component of pulp mill feedstock. The technology for using larger volumes of such paper in the pulping process already exists. (The capacity to deink and re-use bulk supplies of newsprint will also come on stream in the next few years.)

** See also ACF's Policy Statements on Pollution and Forestry*

Prepared from ACF draft policy and by members of the NCEC
Bibliography: NSW Pulp & Paper Industry Task Force Report - Sept 89
Pulp & Paper Mills: Their Effects on Ecology, Health & Economy

*Environmental Effects of Wood-based Pulp Mills - N. Kemp, Office of Senator Velthuis
Environmental Guidelines for new Bleached Eucalypt Kraft Pulp Mills (Oct 89)
Pulp Mills: Modern Technology & Environmental Protection (June 1989) Comm of Aust Nov 89*

CHART No 4



National Conference of Conservation Councils

Items for Agenda

Inter Governmental Agreement on the Environment

Ros Kelly Minister for ASETT issued an undated statement about the end of February about this agreement. It outlined the history, the purpose the main features and listed the schedules. The statement was couched in very vague terms. We have requested further information. Our concern is the opportunities for the lowest common denominator and political decisions to move deeper into the assessment procedures on such issues as National Estate, Environmental Impact Assessment, World Heritage, and Nature Conservation. If we can obtain further information as to the details of this agreement we need to discuss what action if any should be taken.

Pulp and Paper Mills

The ACF have a draft policy on pulp mills. Our Conference should examine this draft with a view to all the main stream conservation bodies adopting a common policy on these mills. Are we going to oppose all pulp mills? Will we accept certain mills? Of what size and what type? Import replacement or export orientated? There are mills operating now- what are their impacts, should we press for more of the same rather than the monsters which seem to be the only ones being discussed?

From North Coast Environment Council Inc.
C/- J. Tedder Pavans Acc Grassy Head Via STUARTS POINT
via STUARTS POINT 2441 Phone and Fax 065 690802

5 April 1992

Institute of Natural Resources and Environment



Director Dr Roy M. Green FRS

INRE Project Office
Bldg 10 Blundell Yarralumla Canberra ACT
Postal Address:
PO Box 925,
Deakin ACT 2602
Australia
Telephone: (06) 251 8437
Facsimile: (06) 251 8437
Telex: AA 62003
Postcode: (06) 261 9472 (06) 251 8437

National Pulp Mills Research Program

On behalf of the Pulp and Paper Research Advisory Board I am pleased to send you a copy of our latest booklet, *Pulp Mill Effluents*, and a 12-minute video, *The Mills of Tomorrow*.

The booklet explains the origin, composition, treatment and fate of effluents produced by modern mills built to pulp and bleach eucalypt fibres using the chemical (kraft) process. *Pulp Mill Effluents* is the second booklet produced by the National Pulp Mills Research Program as part of its brief to inform the Australian community about the technical issues associated with new bleached eucalypt kraft pulp mills and their effluents.

The Mills of Tomorrow, shows how the research program is supporting the Commonwealth's environmental guidelines for new bleached eucalypt kraft pulp mills. In an industry undergoing rapid technological change, these guidelines ensure protection of Australia's unique marine environment and contribute to a strong framework of certainty for investment in activities that add value to Australia's wood resources.

The Pulp Mills Research Program is focusing on: better pulping and bleaching processes designed to keep waste levels low; improved treatment of effluents and the choice of discharge sites; enhanced knowledge about the composition of the complex effluents; and sensitive environmental monitoring to check for any changes in marine ecosystems.

I am also enclosing a few copies of a flyer giving information about the National Forum on Bleached Eucalypt Kraft Pulp Mills in Australia, which is being held in Melbourne on 4-6 October 1994.

If you would like more copies of the Forum flyer, either booklet, or the video, or any information about the Pulp Mills Research Program, please contact Kay Abel or David Brett at the INRE Project Office address. There is no charge for the flyer or booklets, but for each additional copy of the video, please send a cheque for \$15.00 made out to the 'INRE Project Office'.

Your sincerely

Roy M. Green

Chair, Pulp and Paper Research Advisory Board

11-3-94, MS 213194

Advancing Australia



11 April 1994

ALBURY'S ENVIRONMENTALLY SOUND PAPER MILL

An amendment to the conditions of consent for the ANM Recycled Fibre Plant at Albury which will improve effluent re-use in a sustainable manner was jointly announced today by the Minister for Planning, Robert Webster and the Member for Albury, Ian Glachan.

The amendment to the conditions of consent states that instead of a re-use dam system to contain the treated waste water, there will be a series of furrows and mounds within the pine plantation which will store more than 3-4 times the runoff than required by the original consent.

"The ANM Plant is the first and only company of its kind in Australia for newspaper recycling. It has a unique and environmentally advanced waste water re-use scheme, Mr Glachan said.

"This amendment is an important addition to the conditions of consent. It means that ANM will not only be achieving their objective of off-river effluent disposal in an environmentally sound manner but also at a cheaper cost.

"ANM requested the amendment after consulting with the Environment Protection Authority, the Department of Conservation and Land Management and the Department of Water Resources." Mr Glachan said.

"This plant sets the trend in environmental sustainability and we will ensure that it achieves its environmental objectives in a cost efficient manner," said Mr Webster.

FURTHER INFORMATION: Brian Tyson (02) 368 2666

David Mutton (02) 391 2015

SUSTAINING OUR FORESTS

By Kara Joss

Since European settlement, at least one third of Australia's vegetation has undergone major structural change; the area of native forest has been reduced by approximately one half; and less than 10% of the original mature forest has survived, only a small fraction of which is relatively untouched wilderness. The adverse consequences of this rapid and extensive ecological change - such as species loss, soil erosion, reduction in water quality and yield, and the loss of ecotourism opportunities - are fast becoming a source of grave concern for many Australians.

SUSTAINING OUR FORESTS provides an overview of the key environmental, economic and social issues surrounding the use and misuse of our forests, as well as attempting to dispel some of the well known 'myths' associated. Discussion centers around five key questions that are often asked in relation to the issue: 1. How much forest is left? 2. Who is responsible for the forests? 3. How does the timber industry operate? 4. Why protect the forests? and 5. How can we sustain our forests? A national perspective to most issues is given with a focus on the State of New South Wales.

The destruction of our natural and biological heritage is a national issue. Unfortunately, the response of Governments is proving to be slow, and in many cases, ineffective. This book aims to provide the public with a reasonably simple explanation of the situation with our forests in the hope that informed personal opinions will develop and action will follow.

Sustaining Our Forests is a 121 page book (18*25cm) copied on 100% recycled paper [REDACTED].

ISBN 0 646 20419 X



Order Form

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Kara Joss
21 Muriel St
Faulcon Bridge
NSW 2776

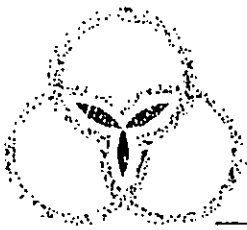
March 3rd 1995

Dear Sir/Madam,

I am writing to you concerning my book "Sustaining Our Forests". I published the book myself approximately six months ago with the intention of only a very small level of distribution. Since that time there has been an enthusiastic response to the book, particularly now that the forest debate is high on the political agenda. I now intend to distribute the book through environment centres and appropriate bookshops.

I am also looking for magazines/newspapers/newsletters to review the book and/or place a small advertisement/order form in their publication. If you or your organisation are interested please contact me and I will send you a copy of the book on loan to do the review which can then be purchased at the wholesale rate (\$10) if you wish.

Yours sincerely
Kara Joss



NORTH COAST ENVIRONMENT COUNCIL INC.

Hon. Sec. Mr. Jim Tedder, Pavans Road, Grassy Head N.S.W. 2441. Ph/Fax 065 690802

To All Australian Environment and Conservation Groups
Re: Contribution to legal action against BORAL'S export woodchipping
Dear Friends,

Would you like to make a real contribution to ending export woodchipping in N.E. N.S.W.?

As many of you would know, the North Coast Environment Council Inc. has embarked on a legal challenge to the Federal Minister for Resources' (David Beddall) decision to grant further export woodchipping licences to the BORAL subsidiary company Sawmillers Export P/L.

Two Woodchip Bulletins have been prepared and circulated describing the detail and the progress of this woodchip challenge. - copies are available from The Big Scrub Environment Centre Inc. 145 Keen Street, Lismore 2480.

The first step in the case, a hearing on the Council's 'standing', was heard before Mr. Justice Sackville, in the Federal Court in Sydney on 23 & 24 November '94. We are currently awaiting the result of the hearing on this preliminary question which has very major ramifications for the recognition of community groups before the courts and the accountability of Federal Ministers.

To date N.C.E.C. Inc. has paid \$5000.00 towards the costs of this case. N.C.E.C. was also granted \$2500.00 from the N.S.W. Legal Aid Commission to assist in the preparation of this preliminary matter but, regrettably, none of the money was permitted by the L.A.C. to be spent on our solicitors, the Environmental Defenders Office, (E.D.O.) Sydney.

If we are successful in being recognised as an 'aggrieved party' with 'standing' NCEC intends to move as quickly as possible to commence the substantive proceedings challenging David Beddalls' October '94 decision to reject most of Senator Faulkner's advice and issue Boral a 15 month licence to export woodchips.

It is planned to challenge the BORAL environmental impact statement (EIS) as being inadequate and not meeting the requirements of Commonwealth law. We will also seek to have the Federal Court review and re-determine, BORAL's woodchip licence in N.E. N.S.W. Both arguments have **very significant legal precedent value** for other woodchip licences, elsewhere in Australia. **PLEASE HELP US TO HELP YOU END EXPORT WOODCHIPPING!**

To move quickly to the next legal action we will need more funds than we have available. You can help by making a **tax deductible donation** to N.C.E.C. Inc. Yes we have it at last.

Please send your donation to N.C.E.C.'s Treasurer, Patrick McEntee, P.O. Box 400, Wauchope 2466.

Any donation will help no matter how small. We welcome your interest and generosity.

Yours sincerely

Terry Parkhouse (President)

Fax

T.5e

To National Pulp Mills Research Progr
CSIRO
06 281 8473

From North Coast Environment Council Inc

C/- J. TEDDER
PAVANS RD., GRASSY HEAD,
via STUARTS POINT. 2441
(065) 69 0802

Grateful for two copies each of all booklets
produced to date. Mail to above
address

faxed 1043 18 May 95

What You Can Do

Woodchipping in Australia is on the way out - it's only a matter of time. Over 80% of the Australian public wants an end to native forest woodchipping. You can make this wish a reality by doing anything suggested below.

The following is a list of some of the Japanese companies buying Australian woodchips. Please write to them and express your concern at their participation in the destruction of Australian native forests. Indicate that you may consider avoiding their products if they continue to do so:

Chuetsu Pulp and Paper: Masaru Kobayashi, President, 2-10-6 Ginza, Chuo-ku, Tokyo 104

Daio Paper: Takao Ikawa, President, 2-7-2 Yaesu, Chuo-ku, Tokyo

Mitsubishi Paper Mills: Shigeru Uchiyama, President, 3-4-2 Marunouchi, Chiyoda-ku, Tokyo 100

New Oji Paper: Kazuo Chiba, President, 4-7-5 Ginza, Chuo-ku, Tokyo 104

Nippon Paper Industries: Takeshiro Miyashita, President, 1-12-1 Yurakucho, Chiyoda-ku, Tokyo 100

Japan Paper Association: Taiji Moritomo, Vice President, Kami-Parupu Kaikan, 9-11, 3-Chome, Ginza, Chuo-ku, Tokyo 103

• Wherever possible, avoid companies and products associated with native forest woodchipping. Write, Phone or Fax the companies listed in this Who's Who and let them know how you feel.

• Pulp & Paper products:

- Avoid virgin white paper;
- Beware of the wolf in sheep's clothing: make sure you use 100% post consumer recycled paper. Much of the "recycled" paper on the market is made from virgin fibre pulp mill offcuts. Other alternative fibre papers are also available;

- Reduce consumption and avoid disposable paper products such as nappies

• Building materials:

- Wherever possible, use recycled or plantation timber products. Information is available from The Wilderness Society, 03 670 5229 or The Rainforest Information Centre which produces an excellent "Good Wood Guide", 066 218 505

• Investment:

If you are thinking of investing money in shares, talk to an ethical investment company; avoid investing in companies involved in woodchipping. Write to them and tell them of your decision, and why you made it.

• Write to the Prime Minister, Paul Keating, Parliament House, Canberra ACT 2601. Tell him what you think!

• Spread The Word! Pass on this leaflet or make some copies.

• Join an Environment Group or make a donation (see the box below)

For Further Information Contact:

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The Who's Who of Export Woodchipping

Issue 2, March 1995

AMCOR

Amcor Corporate Head Office, Southgate-Tower East, 40 City Rd, South Melbourne, Victoria, 3205, Australia. Ph: (03) 694 9000 Fax: (03) 686 2924.

Australian multinational Amcor is rated as one of the world's top ten container, packaging and paper giants with total assets of \$5,701,251,000 and an operating income of \$5,715,932,000 for 1994. The company is grouped into Containers Packaging; Amcor Fibre Packaging, Amcor Paper Group and Amcor Trading. It also has a 50% share of Kimberly Clark Australia and a 46% stake in Spicers Paper.

The company has more than 22,000 employees at about 300 locations in 14 countries¹⁷. Although it boasts that 55% of the materials of its fibrous raw materials are recycled and that it uses its own plantations¹⁸, Amcor's paper-making interests continue to consume native forests in Australia, Asia, North America and Europe.

After a series of corporate takeovers Amcor is the only domestic manufacturer of fine paper in Australia and also controls 80% of the distribution network¹⁹, giving it almost total control of what products are manufactured, sold, imported and exported. Amcor's dominance of the Australian market is driving its international investments - totalling \$1.8 billion for 1994.

Pulp, Paper and Recycling Interests

High conservation value forests and plantations in Tasmania and Victoria's Central Highlands are being logged to produce pulp for Amcor's paper mills, and for export²⁰.

Amcor is Australia's largest manufacturer of paper products and already has enough plantations to end native forest logging now²¹. Due to extensive plantations in the Latrobe valley Amcor could source all its current wood requirements for its Maryvale production of printing and writing

REAL RECYCLING DUMPED

In Sept. 1993 Amcor Paper Group took over the paper-making division of Associated Pulp and Paper Mills (owned by North Broken Hill Peko Ltd), laying off 500 people nationally, and renaming its interests Australian Paper. In order to compete internationally, Amcor has rationalised product lines, also ensuring dominance in the Australian virgin fibre paper markets. The company has withdrawn APPM's Recycle 100 range, and has downsized its production of Re-right. Launched in 1989, these two lines had acquired 8%

of Australia's printing and writing papers market by 1993. These withdrawals mean imports of recycled papers are escalating - ultimately leading to an increase in Australia's Current Account Deficit²³. Amcor used to collect office waste to produce true 100% unbleached recycled paper at Fairfield in Victoria, which has since closed. Its products on the market no longer contain any post-consumer (office) waste and its "100% recycled" brands such as Tudor RP are made of virgin fibre mill offcuts²⁴.

papers without the need to log native forests - yet it continues to do so²².

International Ambitions - Case Study the US

Amcor has 100% control of eighteen US container packaging, paper making, and paper distribution companies. The recent opening of the McKinley Paper Co. mill in Prewitt, New Mexico is Amcor's first offshore paper mill, and indicates the company's international ambitions. The majority of these companies are reliant on the native forests of America's Pacific Northwest - Spotted Owl country.

Amcor Ltd has made its first move into the US paper distribution sector with the acquisition of Worldwide Paper Factors Inc from Spicers Paper Ltd for about \$US12 million (\$16.7 million). WPF trades under the name of Paper Products Marketing and its activities will be meshed with Amcor Trading Group, which has been building a Pacific Rim network of paper trading outlets in Tokyo, Seoul, Hong Kong, Singapore and Jakarta. WPF trades mainly in Oregon, Alabama and Georgia in the US as well as in Latin America and South-east Asia²⁵.

Compiled by the Native Forest Network, 112 Emu Bay Rd, Deloraine, Tasmania, 7304, Australia, Ph/F: 003 622713, E-mail: cadwood@peg.apc.org

Amcor-owned companies consuming trees:

APM Forests Pty Ltd, Australian & New Zealand Forest Products, Australian Paper Pty Ltd, Amcor Packaging Canada Inc., Amcor Packaging Europe Ltd (UK), Amcor Emballages S.A. (France), Amcor Paper US Inc., Coolabah Gallery Pty Inc., Holfeder Mills Germany, Interfor (Hong Kong), John Sands, Kimberly Clark Australia Pty Ltd (50%), Kiri Packaging (NZ), La Salle Paper Co.(US), Malayah Fibre Containers Sdn Bhd, Murfett Regency, Noland Paper Co.(US), Olympic Stationery Pty Ltd (PNG), Rota Mould Pte Ltd (Singapore), Spicers Paper Inc.(US), Spicers Paper Ltd (46%), Spicers Paper NZ Ltd, Sunclipse Inc. (US)

Exercise Your Consumer Rights!

Please write to Amcor, and ask them to:

- Cease using native forest fibre to make paper by using recycled and plantation fibres, both in Australia and by associated companies overseas;
- Collect office wastepaper and to use it to produce printing and writing papers;
- End imports of native forest-based paper products.

Send to: Don Macfarlane, Managing Director, Amcor Paper, 626 Heidelberg Road, Alphington, VIC 3078.

• You can also phone/fax head office

Products to avoid:

Reflex copy paper; Kleenex; Huggies; Snugglers

BORAL
Head Office: 20th Floor,
Norwich House, 6-10
O'Connell St, Sydney 2000, Ph: 02 232
8800 Fax: 02 233 6605

Boral produces a wide range of building and construction materials, such as bricks, roof tiles, concrete and plaster board. Its activities are concentrated in Australia (which accounted for 80% of the group's 1993 sales), but its operations in the UK, Germany, Poland and the US are likely to grow as the world economy picks up.

Boral's building and construction materials division generates 76 per cent of the group's revenue and 74 per cent of the profit. But its energy division is expanding - Boral is the second-largest onshore oil and gas operator in Australia after buying Sagasco in 1993 for \$800 million. In 1993 the energy division - which is a big supplier of LPG to customers in Australasia and the Pacific Islands - contributed 12 per cent of Boral's net profit²⁶.

Boral employs 22,000 people at 1,000 locations in 23 countries²⁷. Its operating profit for 1994 was \$424.7 million and its total assets \$5.6 billion²⁸.

It is the second largest hardwood woodchip exporter in the world, exporting 947,000 tonnes p.a. from Tasmania and 500,000 from NSW. It has a sawmilling capacity of 622,000 cubic metres. Boral's timber interests contribute about 2% earnings before interest and tax²⁹ - small enough for the company to end its native forest destruction.

Sawmillers Export Limited (SEPL)

SEPL, a subsidiary of Boral, operates out of Newcastle NSW and has a Federal export licence of 500,000 tonnes per year, although it has never reached this level (320,000 tonnes in 1993). Japanese pulp and paper trading

multinational, Itochu, is a minority shareholder³⁰.

SEPL obtains all its woodchips from the native forests of the north coast of NSW³¹. Boral contractors have logged a number of high conservation value forests in northern NSW, and it is estimated that it has control of 60% of sawlog quotas from NSW public forests³². Claims that it only takes sawmill "waste" have been proved to be false, and in 1992 Boral's timber operations manager Mr Gallagher admitted that the company was felling native forest - including old growth - solely for woodchips³³.

SEPL plans to expand its operations to 500,000 tonnes per year. Twice in 1994, SEPL obtained interim extensions to its current licence which were issued by Resources Minister David Beddall without seeking consent of the Commonwealth Environment Protection Agency, or the Federal Environment Minister as required by Cabinet³⁴.

Forest Resources Property Limited

This trading company of Boral Timber operates out of Longreach, Tasmania, and has an export licence volume of 947,000 tonnes per annum, although it exported 760,000 tonnes in 1993. The company is active in north eastern and central Tasmania and obtains 60% of its pulpwood from private property, with the rest coming from Crown forests³⁵.

Boral Overseas

Boral operates a wide range of operations in Europe, Asia and across the US, including roof tiles, roading materials and flyash - to name but a few. The Boral plasterboard plant at Briar Gypsum, Arkansas, is a "shining example" of industrial efficiency. Producing 2 million square feet per day of board, it makes as much board in one day as the four largest board plants in Australia³⁷.

Health and Safety

Of the thousands of injuries that occurred in Australian workplaces in 1993, one of the most disturbing was at the Boral timber mill at Cooroy in Queensland. According to the National Safety Council of Australia, an employee's left arm was cut off below the elbow by a docking saw only an hour- and-a-half after another worker had cut his thumb to the bone on the same machine³⁶.

Consumer Action

The Following is a list of Boral companies utilising native forests:

A Dunstan Timber Sales Pty Ltd (Vic), Allen Taylor & Company Ltd (NSW), Boral Timber Tasmania Ltd, Brandon Timbers Ltd (Qld), Derwent Forestry Company Ltd (Tas-50%), Duncan's (Eden) Pty Ltd (NSW), Duncan's Holdings Ltd (NSW), Forest Resources (Tas), Gippsland Forest products Pty Ltd (VIC-50%), Hardy's Timber Pty Ltd (Vic), Herons Creek Timber Mills Pty Ltd (NSW), Ireland-Timms Forest Products Pty Ltd (NSW), Northern Forests Investment Pty Ltd (Tas), RCM Sdn Bhd (Malaysia - 50%), Tasmanian Board Mills Ltd, Timber Industries Ltd (NSW)

A list of the main Boral companies groups - including those less easily identified by name - is as follows³⁸:

Bayview Quarries Pty Ltd.(VIC), Bandag Manufacturing Pty Ltd (QLD), Bitupape Bandag Manufacturing (NSW), Blue Circle Southern Cross Cement Ltd.(ACT), Boral Australian Gypsum Industries (NSW), Boral Bricks(Albury Brickworks and Midland Brick Co. WA), Boral Concrete Products (NSW), Boral Cyclone (VIC), Boral Johns Perry Pty Ltd.(VIC), Boral Resources Ltd(NSW), Boral Transport (NSW), Boral Tyres.(WA), Dandenong Quarries (VIC), EPM Concrete PTY Ltd.(VIC), Gas Corporation of Tasmania (TAS), Gas Corporation of Queensland (QLD), Kinnears(VIC), Melville Pty Ltd (ACT), Norman J. Hurli & Co.(NSW), Oil Co of Australia Ltd (NSW), Quarry Industries LTD (SA), Southport Ceramics (NSW), Spancrete of Australia, Wunderlich Windows (QLD)

- Telephone the office of Resources minister David Beddall to express disgust at the woodchipping of NSW wilderness on (06)2777440 or (07)3727488. Tell him that the only appropriate solution is to cancel Boral's export licence;

- Write to the Minister for Environment Senator Faulkner and ask him to take a public stance against Boral's woodchipping operations (Parliament House, Canberra ACT 2600);

- Write to Prime Minister Keating and demand from the Federal Govt that Boral's timber and building supplies market positions be reviewed and industry standards to regulate such powerful corporate players, be introduced (Parliament House Canberra, ACT 2600).

North Forest Products owns 125,000 ha of freehold across Tasmania⁶⁸. Its largest estate of 90,000 ha - euphemistically called a "tree farm" - is located at Surrey Hills, near Hampshire, in the state's north west. It is building a new \$31 million woodchip mill - the Southern Hemisphere's largest - at Hampshire in Tasmania, with first production expected by March/April, as part of a plan to dramatically lift its woodchip production over the next decade. The new mill will process plantations and native forest extracted from North Forest Product's estate, as well as the Tarkine, Australia's largest rainforest (cool temperate), and produce up to 500,000 tonnes of woodchips a year to be supplied exclusively to the Amcor Ltd paper mills in Tasmania, recently acquired from NBH. A further 170,000 tonnes a year will be sold to international fine-paper producers. Export approvals have already been obtained from the Federal Government for 700,000 tonnes of woodchip exports⁶⁹, subject to preparation of an Environmental Impact Statement⁷⁰ and the "release" of contested High Conservation Value logging areas by Federal Cabinet.

Queensland Hardwood Resources Pty Ltd

Registered office: Hyne & Son Pty Ltd, Ground Floor, 160 Kent St, Maryborough, Qld 4650

This Maryborough-based company, owned by Hyne and Son (previously operating on Fraser Island), is currently pushing for a licence to export some 140,000 tonnes of woodchips annually. The source area would be large - stretching from Coffs Harbour to Rockhampton⁷². Plans for export woodchipping of native forests in Qld are a new - and worrying - development.

Queensland Sawmills Pty Ltd

Principal business office: 14, Bunya St, Eagle Farm, Qld 4009, Ph: 07 268 6100; Fax: 07 268 4383

The principal executive officer of this company, John Crooke, is also a director of Hyne & Son⁷³, and it would appear that the company is positioning itself to form a joint venture with Hyne & Son to supply sawmill "residues" for the proposed export operation.

Wesfarmers

Principal Business Office: 11th Floor, Wesfarmers House, 40 The Esplanade, Perth, WA 6000, Ph: 09 327 4211; Fax: 09 327 4216

Wesfarmers Bunnings

(formerly Bunnings Forest Products)

GPO Box X2269, Perth 6001, Ph: 09 327 4407; Fax: 09 327 4420

Based in Perth, Western Australia, this company operates a woodchip mill in Manjimup and an export facility at Bunbury. It has a Federal export licence of 900,000 tpa although in 1992 exports totalled 830,000 tonnes.

The company has received active encouragement from WA's Liberal Govt to establish \$1.9 billion worth of plantation and native forest based pulp and paper projects in south west WA, including two mills consuming a total of 690,000 tpy and two 200,000 tpy fine paper machines.

The state government has indicated that it will introduce "Resource Security" legislation to guarantee access to WA's forests⁷⁴ if the company builds a pulp mill⁷⁵. Bunnings currently relies on forest resources made available through Conservation and Land Management (CALM).

Approximately 1,500-2,000 ha of Karri/Marri forest are clearfelled in WA every year - 85% of which ends up as woodchips - while 15,000 ha of Jarrah forest are intensively logged to provide Marri woodchips. It is estimated that less than 180,000 ha of these forests remain⁷⁶.

With a sales revenue of \$517 million for 1992, Bunnings was 47% owned by Wesfarmers⁷⁷, but was subject to a 100% takeover bid by the agro industrial mining giant late last year. It has a number of business interests including sawmilling, hardware, roofing and metal frames. Its sales revenue from its wood products division for 1993 totalled \$195.1 million. CALM and Bunnings are now seeking to sell off the last of West Australia's unprotected Jarrah forests and have promoted forest products in Sweden, Scandinavia, Holland, US and UK. In Japan, it has entered into a trade partnership with the multinational Mitsui to sell Jarrah for decking and bridges⁷⁸. Wesfarmers Bunnings currently produces 110,000 cu metres of sawn hardwood timber from 8 sawmills located in SW WA and the company also owns 19,000 ha of native forest. The forestry division of Wesfarmers contributes 10% of total profit, and market analysts have calculated that the withdrawal of woodchip licences would have cost the company up to 5% of its net profits⁷⁹, and continued market uncertainty has made the Bunnings takeover less attractive.

Associated Companies of interest⁸⁰:

Alco Pty Ltd, Du Feu Metal, Interline Pty Ltd, Jakem Timbers Ltd (UK), McEwans (VIC), Sterlands (NSW), Sydney Roff Trusses Pty Ltd, The Roofing Centre Pty Ltd, WA Salvage

Whittakers

Principal business office: Lot 63, Greenbushes-Grimwade Rd, Greenbushes, WA 6254, Ph: 097 643 700; Fax: 097 612 311

Based in Greenbushes, WA Whittakers is a Malaysian-owned sawmilling company that markets its "residual" woodchips through a subsidiary company, Southern Plantations Chip Company. The company relies entirely on its forestry activities for its income, with half of its profits received from woodchips⁸¹.

It has a current federal export licence of 110,000 tpa, but there are plans for a new native forest based woodchip mill that could initially process 500,000 tonnes of woodchips a year. The primary source for these chips will be the ever-decreasing karri, marri and forests of south west WA, 80% coming from state forests, the rest from private land⁸².

Gunns Ltd.

Principal business office: 58, Cimitiere St, Launceston, Tas 7250, Ph: 003 329201; Fax: 003 312877

This Tasmanian company has hardware and timber outlets throughout the state, and its hardwoods are sourced from logging operations throughout the state. Until recently North Broken Hill had a 40% share in the company, but this has now declined substantially⁵³. It is also the ultimate holding company of Kauri Timbers, based in Smithton in the state's north west⁵⁴. Another related entity, Romcke Specialised Woods sells a wide range of imported tropical and temperate forest and rainforest timbers.

Gunns, along with North Forest Products will be one of the main beneficiaries from wet eucalypt forest logging operations in and around Australia's largest area of rainforest, the Tarkine, in Tasmania's north west.

In 1994, the company obtained permission from Federal Resources Minister David Beddall to export 200,000 tonnes of its "sawmill residue" as woodchips to Japan, which may result in the construction of another chip mill in the north west. It has indicated a wish to ultimately chip 475,000 tpa⁵⁵.

Tasmania - the Spectre of "Downstream Processing"

The Gunns licence represents the thin end of a wedge of new woodchipping operations that could take annual exports to as much as 4.5 million tonnes.

Two native forest-based medium density fibreboard mills are also planned for the north and south of the state. Agreements have already been reached with Japanese company Hokushin for the construction of the northern mill to begin next year at Bell Bay⁵⁶.

There is even talk of The Taiwan Paper Corporation building a billion dollar native forest-based paper mill in the north⁵⁷.

Midway Forest Products

Gate 5, Harbour Side Complex, Corio Quay Rd, North Shore, Victoria, 3214. Ph: 052 779 255; Fax: 052 770667

Midway Forest Products exports eucalypt woodchips from Corio Bay in Geelong, Victoria. They source their woodchips from over 80 sawmills throughout Victoria and Southern New South Wales (as far North as Tumut)⁵⁸. Currently they have a federal export licence through the Department of Primary Resources to export 313,000 tonnes of woodchips per year sourced only from "sawlog residues and silvicultural thinnings", although Midway is also chipping whole logs⁵⁹. Midland are the main company currently responsible for the clearfelling of the Wombat State Forest, near Ballarat. The company also sources some 69,000 tonnes of its quota from the forests of the Central Highlands⁶⁰. Midway are also involved in plantation development⁶¹.

The Otways were the major source of Midway's timber during the 80's. But since 1989 with the establishment of Midland Logging Company the Wombat State Forest has been increasingly targeted. Midway and the multinational CSR, who have a Particle Board Plant at Bacchus Marsh have helped strip the Wombat. Speculation is mounting as to where Midway will next source their woodchips; East Gippsland could well be a potential supply region.

Midway are managed by ex-Geelong Department of Conservation and Environment boss, Malcolm McDougall. McDougall has major shares in Midland Logging Company Pty Ltd⁶². McDougall also has shares in Boral managed through Perpetual Trustees in Tasmania⁶³. Midland deals almost exclusively with Midway.

The 20 or so Shareholders of Midway are a who's who of the Victorian Timber Industry⁶⁴. Major shareholders include:

McCormack Timber, Marbut-Gimnensen, VICTREE, WH Bennett and Sons, Calco Sawmilling Company, Black Forest Sawmill at Woodend, JJ Corrigan from Ballarat; ET and EW Murnane Pty Ltd

The directors of Midway largely reflect the main shareholders⁶⁵.

North Broken Hill (NORTH) NORTH Forest Products

Divisional office: 7-9 Franklin Wharf, Hobart 7000, Ph: 002 21 1111;

Launceston: PO Box 1025, Launceston, Tas 7250; Fax: 003 947 556

NBH's subsidiary North Forest Products is the world's largest exporter of hardwood chips, and holds a licence of 1,878,000 tonnes per annum, divided between Longreach, on the Tamar River, northern Tasmania (1,065,000 tpa) and at Triabunna, southern Tasmania (813,000 tpa). Almost all woodchips are exported to Japan to Nippon Paper Industries, New Oji and Mitsubishi⁶⁶. Other related entities include Australian Forest Holdings and Tasmanian Pulp and Forest Holdings (TPFH).

In 1993 NBH retained its woodchip mills from its former subsidiary, Associated Pulp and Paper Mills, after selling its pulp and paper manufacturing operations to Amcor for \$400 million. APPM and its unions had become embroiled in a bitter large-scale strike in 1992 over plans by the company to remove dozens of over-award agreements changes to traditional work practices and the increasing use of contracted labour⁶⁷.

"North Broken Forests"

Known to Tasmanian conservationists as North Broken Forests, NFP is responsible for the destruction of thousands of hectares of native forests in Tasmania every year. Areas of high conservation value being logged by or on behalf of the company include Tasmania's Southern Forests, the Great Western Tiers and the Tarkine in the state's north west. Both areas are adjacent the existing Western Tasmania World Heritage Area, and are themselves subject to World Heritage proposals. Many of Tasmania's High Conservation Value Forest Areas caught up in the recent Federal Government export woodchip licence fiasco are destined for logging by or on behalf of this company. NFP is also currently active in the biodiverse dry eucalypt forests of Reedy Marsh, near Deloraine. Here, over 95% of the trees felled end up as woodchips⁷¹.

Daishowa Paper Manufacturing Co.

Daishowa Head Office: Fuji City, Japan; President: Shogo Nakano; Ph: 0545 303000; Fax: 0545 320006

Harris Daishowa Australia (HDA)

Harris Daishowa Australia, PO Box 189, Eden NSW 2551 Ph: 064 961 303, Fax: 064 961 204

This company is 100% Japanese owned. Originally split between the majority owner Daishowa Paper Manufacturing Company Limited, based in Fuji City, Japan, and Itochu Corporation³⁹, Daishowa sold its 62.5% share to the company's founding Saito family division, Daishowa Ashitaka Rinsan Kogyo for US\$49 million in 1990. Just who benefited from this sale, and how, is not known⁴⁰.

Daishowa imports woodchips and pulp from Australia, Brazil, Chile,

Canada, Finland, Portugal, Thailand, Russia and the US.

Daishowa was ruled for three decades by dictator-like billionaire Ryoei Saito. Under Saito, an art collector who in 1990 bought a Renoir painting for 11.9 billion yen and a Van Gogh for 12.5 billion yen (the highest prices ever paid for paintings), Daishowa amassed huge debts. Saito resigned in 1994 after being arrested for bribery. The current Daishowa president and chairman are the son and brother, respectively, of Saito. In September 1993 its total assets stood at Y635.1 billion (Aus\$9 billion), its debts at Y478.9 billion (Aus\$6.8 billion)⁴¹. According to the Taiga Rescue Network, "Daishowa is now in its weakest financial position ever, even receiving a SELL rating from the influential securities company, Barclays de Zoete Wedd."

Established in Eden in 1967, Harris Daishowa has been the driving force

behind the logging of thousands of hectares of old growth and wilderness forests in SE NSW, and East Gippsland, Victoria. In 1994 the company exported 893,521 tonnes of woodchips and reduced its federal export licence from 950,000 tonnes per year to 900,000, reflecting the then sluggish Japanese pulp and paper market. The company exports 80% of NSW woodchips⁴².

Areas of high conservation value logged on behalf of the company include the Coolangubra Wilderness, nominated in 1988 under the NSW Wilderness Act. Daishowa's operations extend throughout SE NSW, and increasingly, into East Gippsland. The NSW govt recently entrenched this continued onslaught by Daishowa in the south east through "Resource Security" legislation, guaranteeing timber industry access to 59,000 cubic metres of sawlog and 504,000 tonnes of pulp wood annually⁴³. The company is now looking to commence export of woodchips from its Eden woodchip mill to India, and has begun negotiations with Daishowa's Bombay office⁴⁴.

Daishowa Phase Out Strategy:

HDA has consistently reduced the number of woodchip-related workers in the south east forests, from 405 in 1985 to present-day levels of 219. Any jobs lost through the closure of the Eden mill will be more than offset by the region's rapidly expanding softwood industry. By 1997 - the year conservationists propose for closure of the mill - 405 jobs will have been created in softwood plantation processing⁴⁵.

Other Foreign Direct Investment in Pulp and Paper Manufacturing Ventures Involving Daishowa⁵¹:

Alaska Lumber & Pulp Co. Ltd (Sitka, Alaska, USA; Dissolving pulp), Cariboo Pulp and Paper Co. Ltd (Quesnel, B.C., Canada, Bleached sulphate pulp), Quesnel River Pulp Co. (Quesnel, B.C., Canada, Thermomechanical pulp), Daishowa America Co. Ltd Quebec, (Canada, Directory paper), Daishowa Forest Products Ltd (Quebec, Canada, Newsprint, others)

Daishowa's suppliers of woodchips include:

US: Champion International, Weyerhaeuser, Louisiana-Pacific;
Canada: Fibreco, Eurocan; Chile: Richico; Thailand: Sahabirija⁵².

Indigenous Rights and Intellectual Suppression

Daishowa Paper Co. is a major player in forest destruction world wide and is Japan's third largest user and producer of pulp and paper products⁴⁶. In 1988 Daishowa-Marubeni International built a bleached kraft pulp mill 16km north of the Peace River, Alberta, Canada, with a Forest Management Agreement of 40,000 square kilometres. This area is home to the Lubicon Cree Indian Nation. Although sovereign land, no treaty was signed with the Lubicon by either federal or provincial governments, which has led to poverty, disease and starvation in the past⁴⁷. Logging operations are vehemently opposed by the Lubicon Nation. Daishowa will not rule out logging on traditional lands and an uneasy moratorium exists between the Lubicon and the company. The Lubicon Lake Cree Band recently succeeded in gaining a major boycott victory against the Daishowa-Marubeni pulp mill, with the announcement that Canada's 1600 Woolworth stores will no longer stock bags manufactured at the mill. So far 43 companies have joined the campaign⁴⁸. In January of 1995 Daishowa filed suit in Ontario

against Friends of the Lubicon, seeking a court injunction against the successful boycott campaign and claiming sales losses of \$5 million so far and ongoing losses of \$3 million annually from the boycott. Daishowa has succeeded in getting a 3-month injunction preventing the Friends of the Lubicon from pursuing boycott activities until the case is heard in court. Daishowa also claims that the lawsuit is unconnected with the situation regarding the Lubicon Cree land claims, and does not constitute a hostile act towards the Lubicons. The Lubicons disagree with that assessment⁴⁹.

On April 22, 1994 Mr John McInnis, an employee of the University of Alberta Environmental Research and Studies Centre (ESRC), was sacked as a result of pressure exerted by Japanese and Canadian pulp giant ALPAC and Daishowa Marubeni International. McInnis had presented a paper in February to the People's Forum 2001, Japan, which was highly critical of the environmental and social impacts of industrial forestry in Alberta. McInnis subsequently filed a successful lawsuit for wrongful dismissal⁵⁰.

Boycott Woodchipping!

Every year, over 5 million tonnes of woodchips - or two million mature trees - are exported to Japan to make throwaway paper products. Australia's precious natural forests, and the wide range of life forms they support, are being wantonly destroyed by an industry that costs money and jobs.

FORESTRY FACTS

- ° Employment in export woodchip mills accounts for 1% of jobs in the forest product industries;
- ° Since the arrival of woodchipping in Tasmania over 4,000 jobs have been lost in the forest industry²;
- ° Native forest logging - including woodchipping - has run up a \$5 billion debt with state forestry commissions³

It's Costing the Earth

The world produces well over one hundred million tonnes of paper every year⁴. In Australia (which supplies about 50% of Japan's hardwood woodchips⁴) this means that about 50,000 hectares of native forest are clearfelled and burnt⁵. The environmental impacts of native forest logging are enormous: soil erosion, contamination of water supplies, habitat destruction and loss of wildlife. It has been estimated that 30% of Australia's atmospheric carbon dioxide pollution is the result of clearing and burning forests⁶.

The pulping and paper making processes are also highly toxic. Many of Australia's pulp and paper products are manufactured using the kraft chlorinated bleaching process. This process is now hopelessly out of date, and is being phased out in the Scandinavian countries due to consumer demand⁷. In just three years, 60% of Germany's magazines have shifted away from using chlorine-bleached pulp⁸. It is known that chlorine bleaching of wood fibre leads to the emission of poly-chlorinated biphenyls and dioxins into the environment. These are highly poisonous bio-accumulative toxins that build up in the food chain⁸. It is estimated that about 460,000,000 disposable nappies - or over one million a day - end up in Australia's rubbish dumps every year⁸.

Out of the Forests - Onto the Farm

Australia can have a viable forest industry - based on agroforestry and plantations. All the while that woodchipping companies continue to have native forests handed to them on a plate there is no incentive to move into plantations. Annually Australia consumes about 967,000 tonnes of printing and writing papers.

All native forest wood (765,000 tonnes) used for fine paper production could be replaced by plantation eucalypts now⁹. By the year 2000 Tasmania could be exporting 2 million tonnes of plantation woodchips annually if it wanted to¹⁰. In Victoria alone, processing mature plantations will provide 4000 new jobs by the mid 1990s¹¹.

Other alternative fibres also exist to make paper including hemp, bagasse (sugar cane waste) and bamboo.

Australian Exporter	Quantity Licensed	Japanese Trading House	Japanese Pulp & Paper Company
North Broken Hill Peko	1,878,000		
APPM Bell Bay (Tas) 1,065,000		Mitsubishi	Mitsubishi Paper
TPFH Triabunna (Tas) 813,000		Sumitomo	Sanyo Kokusaku
Boral			
Forest Resources (Tas) 947,000	1,447,000	Mitsui	Juho Paper
		Kawaletsu Bussan	Daio Paper, Chuetsu Pulp
Sawmillers Exports (NSW 500,000)		Toyomenka	Oji Paper
Harris Dalshowa (NSW)	850,000	C. Itoh	Dalshowa Paper
Bunnings (West Aus.)	750,000	Marubeni	Hokuetsu Paper
Brisbane Forest Products (Qld)	180,000		
Midway Forest Products (Vic)	170,000	Mitsui	Juho Paper
Total hardwood	5,275,000		

Fig. 1 Industrial Structure of Australia-Japan Hardwood Woodchip Trade, 1992 (Tasmanian connections highlighted)

For further information contact:

The Current Situation

On December 20th 1994, Federal Resources Minister David Beddall signed the 1995 export woodchip licences. Beddall claims to have listened to the advice of Environment Minister John Faulkner, who recommended that 1300 areas across Australia be protected from woodchipping operations, after commissioning a series of consultants' reports and noting the advice of his own Department.

The Australian Heritage Commission (AHC) also gave advice, expressing its concern that there was no national and state consensus on the establishment of protective reserves, or the establishment of a logging moratorium in high conservation value, wilderness and old growth forests prior to assessing these reserves. This had supposedly been agreed upon when the Commonwealth and states signed the National Forest Policy Statement. All this advice was overlooked.

In January 1995 the Federal Court found that the Minister for Resources had not adequately considered the environmental implications of granting a woodchipping licence to Tasmanian company Gunns Limited, after a legal challenge by the Tasmanian Conservation Trust. This set a legal precedent and the Attorney General's Department found that eleven of the twelve export licences signed by Beddall were vulnerable to challenges in court.

The licences were subsequently re-issued and the Prime Minister announced interim protection for only 509 of the 1300 logging coupes originally recommended for national protection by the Department of the Environment.

These 509 coupes are rapidly being "released" for logging¹⁶. This fiasco has led to intense industry pressure to "sort the situation out", as investors are uneasy at continued instability.

Tse



Department of Industry, Science and Technology

51 Allara Street, Canberra ACT 2601. GPO Box 9839, Canberra ACT 2601
Telephone: (06) 276 1000 Facsimile: (06) 276 1111

WOOD AND PAPER INDUSTRIES STRATEGY - DISCUSSION PAPER

Dear Mr Tedder

Thank you for your thoughtful submission to the Wood & Paper Industries Strategy discussion paper.

If you wish to discuss any aspects regarding this matter further please contact either Rob Millington (06) 276 1921 or Simone Leister on (06) 276 1877.

A handwritten signature in black ink, appearing to read 'Michael Welbourn'.

Michael Welbourn
Manager
Forest Industries

19 June 1995

T5e

Joint Statement

Senator Peter Cook, Minister for Industry, Science and Technology and
Senator Bob Collins, Minister for Primary Industries and Energy.



MEDIA RELEASE

Thursday, 30 March 1995

98/95

BROAD CONSULTATION TO DEVELOP SUSTAINABLE FOREST INDUSTRIES

Federal Industry Minister, Senator Peter Cook, and the Primary Industries Minister, Senator Bob Collins, today released the *Wood and Paper Industries Strategy* discussion paper which aims to cut through the forest impasse.

The strategy, to be developed after further consultation, will establish a framework to support a vibrant, value-adding industry based on ecologically sustainable forests and plantations.

"There are starkly different views across the community about the management and use of our forests, especially our native forests," Senator Cook said.

"And there are no simple or immediate answers which can resolve the conflict at the extremes of this debate.

"While forestry and land management is a State and Territory responsibility, it is clear that the community is looking to the Commonwealth to take a leadership role in breaking the impasse."

The basic premise of this discussion paper is that it is possible - and desirable - to build strong, value-adding wood and paper industries while protecting the high conservation values of our native forests.

This requires setting aside those parts of our forests necessary to make up a comprehensive, adequate and representative reserve system - one which statutorily protects these forests areas for all time:

The Commonwealth has today laid down criteria which, if accepted by the States and the community after consultation, will ultimately see a forest reserve system which has a broad benchmark of 15 per cent of all forest types which existed at the time of European settlement. This will protect over 90 per cent of existing wilderness areas, and over 60 per cent of all existing old growth native forests.

"If production and export of high value wood and paper products are to contribute to our trade performance, the industry will need access to a reliable wood resource", Senator Collins said.

"This strategy will result in at least a trebling of the current commercial hardwood plantation rate by 1998. This will reduce the pressure on our native forests.

"The ultimate strategy will be based on ecologically sustainable management of both our native forests and plantations.

"We will work with the States and industry to ensure that those parts of the forest which remain available for commercial use are managed to the highest standards achievable."

The Ministers said the wood and paper industries had a turnover of \$9 billion and employed 60,000 people. Exports totalled \$860 million but were overwhelmed by imports of \$2.6 billion.

"This strategy will stimulate value adding, recycling and investment, making the most of our forest resources, both economically and environmentally," Senator Cook said.

The Wood and Paper Industries Strategy, was developed in consultation with industry, unions, conservation groups and community organisations. The Government aims to finalise the Strategy by late June, after a 10 week discussion period.

CANBERRA
MR081

Contact: Paul Malone
Senator Cook's Office
06 277 7580

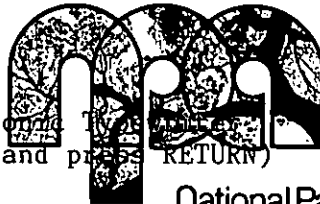
Bev Clarke
DIST
06 276 1160

Brian Johnstone
Senator Collin's Office
06 277 7520

Geoff Gorrie
DPIE
06 272 4623



Hello. I'm the Brother AX-30 Electronic Typewriter.
What's your name?(Type in your name and press RETURN)



National Parks Association of NSW

James Tedder

Well, James Tedder,
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****ONE-LINE LIFT-OFF CORRECTION MEMORY with RELOCATION after correction**

****Also, I can erase a whole word with just one touch of my "WORD-OUT" key.**

The quick brown fox jumps over the lazy dog.

What do you think of that, James Tedder ?

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This is ELITE pitch

This is MICRON pitch

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AUTOMATIC UNDERLINING,

RIGHT MARGIN FLUSH,

LINE/PARAGRAPH INDENTATION and DECIMAL TABULATION, plus much, much more

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****20-CHARACTER DISPLAY to make memory editing very easy**

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which lets you know when you have made a typing error with a "Beep"**

Thanks for letting me give you this quick demo, James Tedder.

P6 c

C / J. Tedder,
Pavans Rd. PP
Stuarts Pt. 2441

13th November, 1986

The Director,
Tourism Commission,
GPO Box 7050,
Sydney.

Dear Sir,

Some members of this Council discussed the NC Tourism Development discussion paper with your Mr Burrell on 8 August at Valla Park. We were particularly interested to ascertain if there were any additional papers of which we should be aware. We recall that Mr Burrell denied there were any additional papers or material published after the day discussion paper. However we have a copy of a paper entitled Planning & Development Section Information Paper dated 17th June 1985 and apparently signed by Mr Burrell.

It is a matter of concern to this Council that an officer of your Commission apparently misled members of the public about background documents to the discussion on North Coast tourism development. We ask whether this withholding of information was deliberate or a gross oversight?

The matter of tourism development is of great importance to this region and it requires full disclosure of information that will assist the Commission, the Government of this State and the residents to agree on a policy that will be basically acceptable to all parties. This cannot be achieved if information is withheld.

There is also the matter of urgency. Our Council agrees that there is a certain urgency to develop a plan but not so urgent that Local Councils and residents are "steamrolled". Our copy of the Discussion Paper was received three weeks after Mr Burrell's closing date.

This Council which represents Conservation and Environment societies between the Great Lakes and the Tweed operates solely with honorary staff who devote what time they can to matters of public interest. We are not able to convene at a moment's notice to discuss a 35 page document and collect considered comments from a diverse group of residents over such a large area within a few weeks.

There are a number of quite radical proposals in the Discussion Paper and if the views of a large proportion of the North Coast residents are not taken into consideration, the proposals will be rejected. Furthermore the Council has other matters to attend and these cannot be dropped because the Tourism Commission sets an unrealistic deadline.

We hope that our considered comments on the Discussion Paper will be forwarded shortly to the Commission but meanwhile we would like assurance that other papers of relevance to the Discussion Paper have not been withheld from the public.

Yours faithfully,

J.L.O. Tedder Hon. Sec.



76a
C / J. Tedder,

Pavans Rd.
Stuarts Pt. 2441

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GPO Box 7050,
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Yours faithfully,

James L.O. Tedder
J.L.O. Tedder Hon. Sec.



TOURISM COMMISSION OF
NEW SOUTH WALES

30 December 1986

Mr J. Tedder,
Hon. Secretary,
North Coast Environment Council,
Pavans Road,
STUARTS POINT. N.S.W. 2441

Our reference:

Your reference:

Dear Mr Tedder,

I refer to your letter of November 13, 1986, concerning the Tourism Commission's activities on the North Coast and regret the delay of the Commission in replying.

I cannot accept your suggestion that Mr Burrell misled members of the public by with-holding material relevant to the North Coast Region. The Planning and Development Section Information Paper to which you refer, does not relate to the North Coast Region nor the North Coast Tourism Development Discussion Paper. It is a Commission document that describes the role and function of the Planning and Development Section. It was prepared as an internal Information Paper following the establishment of the Planning and Development Section, earlier this year. An amended version has been made available to anyone seeking information on the role of the Section. The amended document does not include the staffing, personnel and work load information contained in the main document.

Similarly, I can find nothing to support your suggestion that "steam-rolling" has occurred in relation to the North Coast Tourism Development Discussion Paper. In fact, the Commission has gone to great lengths to liaise with representative groups on the North Coast, your organisation included.

In April 1986, Mr Burrell met with a representative of the North Coast Environment Council, Mr John Corkhill, in Lismore to discuss the Paper while it was still in draft form. At that time Mr Burrell discussed with Mr Corkhill the major issues addressed in the Paper. A copy of the Draft Discussion Paper was subsequently given to Mr Corkhill a number of weeks before the release of the final document in June.

Discussion Papers were distributed, by mail, on 13th June 1986, with a request that submissions be made by 11th July 1986. The short period for reply was set to encourage organisations and Government Authorities within the Region to read and consider the Paper prior to Commission officers visiting the Region in July, 1986.

Ant Jones

324 St Kild Rd.

*Copy sent J. Corkhill
7/1/87
M*

Between 14th and 25th July, three officers from the Commission visited the Region, and discussed the issues raised in the Discussion Paper with some sixty public and private organisations. These included Government Departments, Local Councils, Chambers of Commerce, Tourist Associations, environmental groups, developers and potential investors. In setting up these meetings, the organisations involved were contacted to ensure that they had received copies of the Discussion Paper. Mr Corkhill's office at Lismore advised that they had received the Paper which they were in the process of reviewing.

During this visit, the Commission Officers viewed potential tourism development sites in Ballina, Byron, Kyogle and Tweed Shires. Mr Corkhill accepted the invitation to join this exercise and was subsequently briefed on the Commission's proposed tourism development strategy for the North Coast, and the sites and areas on the Far North Coast being considered by the Commission for tourism development. The types of development envisaged for these sites were also outlined.

In view of the above, I am confident that every effort has been made to properly liaise with your organisation. Accordingly we look forward to receiving the Council's comments on the draft Strategic Tourism Plan which is envisaged to be placed on public exhibition in February, 1987.

I would like to take this opportunity to reassure the North Coast Environment Council that the Tourism Commission strongly supports the preservation of areas of high conservation value, and is firmly committed to following the development approval processes pursuant to the provisions of the Environmental Planning and Assessment Act (1979).

The Tourism Commission, under its statute, the Tourism Commission Act 1984,, has a responsibility to facilitate and encourage tourism development in New South Wales. It has identified the North Coast as an area of high priority largely because of its climate, scenic beauty and natural attractions.

The Commission is concentrating its efforts on facilitating development of new travel and hospitality services on the North Coast that will:-

- * compliment the range of existing tourism facilities, which at present comprises predominately caravan parks, camping grounds and motels; and
- * increase the availability of saleable products that will be effective in penetrating ready markets.

Preference will be given to initiatives which are capable of supporting:

- (i) significant levels of permanent employment.
- (ii) professional management; and
- (iii) effective marketing and sales campaigns;

The approach adopted by the Tourism Commission to facilitate growth in the tourism industry on the North Coast of New South Wales, is as follows:-

1. The process began with the release of a Discussion Paper in June, 1986, which was widely distributed to Councils, Environmental Groups, Chambers of Commerce, Tourist Associations, Developers and other parties. This was followed-up by a visit to the area by Commission Officers who held discussions with many groups.
2. The Discussion Paper is the fore-runner to the Strategic Tourism Plan for the Region currently being prepared by the Tourism Commission. One of the aims of this Plan is to identify opportunities for the development of a wide variety of tourism products, including wilderness camping areas, family style resorts, hotels, lodges, hostels, holiday apartments, cabins and cabanas. In every case the emphasis will be on providing quality facilities which will be both commercially viable and compatible with the environment.

It is intended that the Plan will be exhibited in a draft form and comments from the public sought before it is finalised. It is also intended that the plan be put on public display at the same time as the Regional Environmental Plan for the area is being displayed.


3. As part of this exercise, possible development sites are being investigated. These investigations are intended to identify the best sites to take advantage of the strongest market opportunities. Preliminary environmental assessments, to check for absolute constraints on development, have been undertaken on a number of sites including Letitia Spit. Consideration has also been given to development forms that will blend with the environment in these locations.
4. These development possibilities are being discussed with potential developers, investors and operators, and their comments are being used to build up a better idea of locations and development forms sought by the industry.
5. At this stage no developers or investors have expressed a serious interest in developing any of the possibilities that have been highlighted during this process. Should a clear interest be expressed by a party will have to establish that it has the necessary capital, expertise and management ability to undertake the project before detailed Environmental and Feasibility Studies will be initiated.
6. The normal development approval process will only be commenced once a developer is forthcoming and studies are undertaken to establish that there is no doubt that the project under consideration is environmentally and economically feasible. A rezoning application would then be prepared if required, and a development application lodged with the Local Council.

The Local Council and the Department of Environment and Planning are the consent authorities for development. The provisions of the Environmental Planning and Assessment Act (1979), ensure that the public has the opportunity to participate in each stage of the planning process.

7. Where Crown Land is involved the Government may decide to enter into sale or lease agreements contingent upon development approval being obtained.

I trust that these comments adequately address the matters raised in your letter. If not, please let me know.

Yours faithfully,



P F Crombie
General Manager