

25th September 2013

Our Ref: A1042

Ms Lauren Mesiti
Committee Clerk
Standing Committee on Public Administration
Legislative Council
Parliament House
lmestiti@parliament.wa.gov.au

Dear Ms Mesiti

Standing Committee on Public Administration – Inquiry into Pastoral Leases in Western Australia

I refer to the invitation for submissions regarding the above.

The Shire supports the inquiry and the inquiry's terms of reference. The Shire's submission will focus on terms of reference "d" which is "the proposed pastoral lease 2015". In particular, the Shire's submission will relate terms of reference "d" to the future management and tenure of the Quannup Pastoral Lease – Lot 13335 on Deposited Plan 238457 (to be called "Quannup" in this submission).

Quannup borders the Southern Ocean, between Augusta and Walpole, on the south coast of the Shire of Nannup. Quannup is unlikely to again be used for pastoral activities and its future is expected to be based on recreation, tourism and conservation.

In summary, the Shire considers that Quannup should cease to be a pastoral lease in 2015 with the land then in part vested with the Shire of Nannup and in part added to the D'Entrecasteaux National Park. The Shire considers that such an arrangement represents a sustainable use of the land, it will assist to improve public access to the south coast in the Shire of Nannup and it will provide a unique opportunity for low-key recreation and tourism. This offers the potential to create a different conservation based experience to land managed by the Department of Parks and Wildlife.

By way of background, the Council at its meeting on 22 August 2013 considered a report on Quannup. The Council resolved:

"That Council

1. Endorses a portion of Lot 13335 on Deposited Plan 238457 Woodarburrrup Road, Lake Jasper (Quannup) being vested with the Shire of Nannup following the expiry of the pastoral lease. In particular, that the eastern and central sections, along with entire coastal foreshore, are vested with the Shire for the purposes of "conservation, recreation and tourism" with the Shire being granted the power to lease.



2. Supports the western section of Quannup being added to the D'Entrecasteaux National Park.
3. Endorses the Preliminary Concept Plan, outlined in Attachment 3, being used as a basis for negotiation with the State Government and other stakeholders.
4. Notes there may be opportunities for joint management of land vested with the Shire, including with the South West Land and Sea Council or the Native Title claimants.
5. Requests that the Minister for Lands and the Department of Lands take into consideration the above when determining the tenure and management of Quannup.
6. Delegates authority to the Shire's Chief Executive Officer to progress matters with the Department of Lands, other agencies and stakeholders regarding land tenure and management.
7. Notes that subject to the Minister for Lands' decision on the tenure and management of Quannup, the Council will consider more detailed matters on Quannup including on resourcing and financial implications."

I have attached the report considered by Council for your records along with associated attachments.

If you have any queries on this matter, please do not hesitate to contact me on 0427561018. If required, the Shire President and I would be pleased to appear before the Committee to elaborate on the Shire's submission.

I look forward to the Committee taking on board the Shire's submission.

Yours sincerely



ROBERT JENNINGS
CHIEF EXECUTIVE OFFICER

Enc.

cc WALGA

13.ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

13.1 Future Tenure & Management of Quannup

That Council:

1. Endorses a portion of Lot 13335 on Deposited Plan 238457 Woodarburrrup Road, Lake Jasper (Quannup) being vested with the Shire of Nannup following the expiry of the pastoral lease. In particular, that the eastern and central sections, along with entire coastal foreshore, are vested with the Shire for the purposes of "conservation, recreation and tourism" with the Shire being granted the power to lease.
2. Supports the western section of Quannup being added to the D'Entrecasteaux National Park.
3. Endorses the Preliminary Concept Plan, outlined in Attachment 3, being used as a basis for negotiation with the State Government and other stakeholders.
4. Notes there may be opportunities for joint management of land vested with the Shire, including with the South West Land and Sea Council or the Native Title claimants.
5. Requests that the Minister for Lands and the Department of Lands take into consideration the above when determining the tenure and management of Quannup.
6. Delegates authority to the Shire's Chief Executive Officer to progress matters with the Department of Lands, other agencies and stakeholders regarding land tenure and management.
7. Notes that subject to the Minister for Lands' decision on the tenure and management of Quannup, the Council will consider more detailed matters on Quannup including on resourcing and financial implications.

OFFICER REPORT

Attachment 1: Location Plan

Attachment 2: Correspondence from Terry Redman MLA

Attachment 3: Preliminary Concept Plan

BACKGROUND

Council direction is sought for the future tenure and management of Lot 13335 on Deposited Plan 238457, Woodarburup Road, Lake Jasper (to be known in this report as "Quannup").

Background information on Quannup includes:

- the Quannup pastoral lease is located on the Shire of Nannup's south coast near Black Point, Lake Jasper and the Donnelly River huts (Attachment 1);
- the site is 4368 hectares in area and is essentially vegetated;
- the pastoral lease ends in 2015;
- previously Mr Terry Redman MLA wrote to the Shire seeking its views on the future of the lease and the Shire administration in-turn has set out a preliminary position. The most recent correspondence from Mr Redman is outlined in Attachment 2;
- Quannup is unlikely to again be used for pastoral activities and its future is expected to be based on recreation, tourism and conservation;
- while the Shire of Nannup has an extensive coastline, there is limited public access to the south coast in the Shire of Nannup with all access via 4WD;
- Quannup provides a unique opportunity to access the coast and to provide low-key development including camping/ecotourism and complementary uses e.g. education/research;
- it adjoins the D'Entrecasteaux National Park which is managed by the Department of Parks and Wildlife (DPW), which was previously the Department of Environment and Conservation;
- the site is zoned "Coastal Landscape" in the *Shire of Nannup Local Planning Scheme No. 3*. The Scheme objectives for the Coastal Landscape Zone is "To protect significant landscapes and environmental features of the locality" and "To provide for development which is compatible with and will preserve and enhance the landscape and environmental qualities of the locality";
- the *Augusta-Walpole Coastal Strategy*, endorsed by the Western Australian Planning Commission in July 2009, recommends that all of Quannup be included in the D'Entrecasteaux National Park. Accordingly, the Strategy does not support subdivision of Quannup. The Strategy outlines the potential for low-key camping/day use at Jasper Beach;
- the Council, at its meeting on 25 October 2012, considered the draft *Forest Management Plan* prepared by the former Department of Environment and Conservation, now in part the DPW. The Council,

amongst other matters, was concerned that the draft Forest Management Plan proposed that Quannup be added to the conservation reserve system with the entire land to be managed by DPW. The report highlighted that the central and eastern sections of Quannup should be Shire or community managed, with the western section being DPW managed;

- the Council, at its meeting on 28 February 2013, considered the draft *State Planning Strategy* prepared by the Western Australian Planning Commission. The item to Council and the resulting submission highlighted that the Southern Ocean between Augusta-Walpole is a special part of Western Australia. The extensive coastline in the Shire of Nannup has unique characteristics. Significantly, Quannup offers the potential to create different conservation based experiences to land managed by the DPW; and
- the land is classified as Bush Fire Prone as set out in the *Bush Fire Hazard Strategy - Shire of Bridgetown-Greenbushes and Shire of Nannup*.

COMMENT

1. Possible tenure/management options for Quannup

The options are summarised below with associated comments:

Option	Comment
Retention as a pastoral lease post 2015	Pastoral activities have not occurred for many years and are unlikely to be supported by the State Government in the future.
All of Quannup is added to the D'Entrecasteaux National Park	Consistent with <i>Augusta-Walpole Coastal Strategy</i> . However, suggest this is a "lost opportunity". There is a need to ensure there are opportunities for coastal access and camping/day use if this occurs.
Portion of Quannup to be added to the D'Entrecasteaux National Park and a portion to be reserved and vested with the Shire with the power to lease.	Preferred option which is outlined in below sections.
Majority of Quannup added to the D'Entrecasteaux National Park with a smaller area/s to be converted to freehold to enable low-key development.	Freehold title/s are unlikely to be granted by the State Government in this location in the foreseeable future.
The entire lot is converted to freehold to enable opportunities for development.	Unlikely to be supported by the WA Planning Commission.

2. Reasons in support of partial Shire of Nannup management rather than simply incorporating all of Quannup into the D'Entrecasteaux National Park

The reasons include:

- it will provide the local and regional community considerably improved and guaranteed access to the south coast (to 2WD standard) and opportunities for low-key recreation and tourism. Public access, overnight accommodation and use of the south coast could not be guaranteed if the site is included in a National Park;
- there is limited current and planned development on the Shire of Nannup coast and opportunities to stay other than in basic camping areas;
- it would be a "lost opportunity" for the entire site to be added to the National Park;
- Quannup offers potential to add to the tourism and recreational assets of the Shire of Nannup and the South-West;
- there is scope to investigate innovative uses such as an Institute for Environmental Sustainability that could not be considered in a National Park. Innovative uses could be explored (subject to feasibility and manageable environmental impacts) given the site occupies an important location between Lake Jasper, Donnelly River/Donnelly River Huts, the Southern Ocean and the D'Entrecasteaux National Park where the site can assist to complement and link these assets;
- the proposal is considered generally compatible with the DPW estate and conserving environmental assets (while recognising the need for more detailed assessment). The proposal also provides opportunities for different experiences compared to land managed by DPW;
- Quannup offers the potential for "story telling" and "adding value" to the history of the site and area e.g. Aboriginal, pastoral, logging and "community" management such as at the Donnelly River Huts;
- community management could result in greater opportunities for an innovative concept, which builds links with local Aboriginal community/Native Title claimants, and has also effective partnerships with DPW e.g. on the approach to bush fire management and weed control;
- there is the potential to create a unique low-key development that draws people to the area and which assists to provide accommodation options and experiences.
- around 87% of the Shire of Nannup is State Government (largely DPW) controlled land predominately for conservation purposes and State Forest; and
- the Shire has relatively a small amount of land that it manages. Gaining management of Quannup could assist the Council to enhance the sustainability of the Shire, assist in "branding" and generally promote a more resilient economic base.

3. Recommended Shire of Nannup position

It is recommended that the Council support the eastern and central sections of Quannup, along with entire coastal foreshore, being vested with the Shire for the purposes of "Conservation, Recreation and Tourism" along with the Shire being granted the power to lease. Further, the Council supports the western section being added to the D'Entrecasteaux National Park.

The Preliminary Concept Plan, outlined in Attachment 2, provides a possible demarcation of Shire and DMP managed land.

The majority of the proposed Shire managed land is proposed to be for conservation, with anticipated precincts/nodes where low-key recreation and tourism can occur (following preparation of a Management Plan which needs to be endorsed by the Council and the Minister for Lands). Alternatively, there may be opportunities for joint management with Native Title claimants.

The above approach will see well over 90% of Quannup being used for conservation purposes (either Shire managed or in the National Park).

As part of future negotiations regarding the South West Settlement of Native Title Claims – Land Base Consultation, there may be opportunities at Quannup for the South West Land and Sea Council / Native Title claimants to obtain an interest in some of the land as part of the benefits package.

Subject to the preparation of technical investigations, a feasibility assessment and a Management Plan, the low-key recreation, educational/cultural and tourism development expected in parts of at Quannup are:

- camping areas;
- caravan bay sites (possible longer term caravan park);
- chalets/eco-lodges;
- exhibition/education centre;
- possible environmental research centre e.g. Institute for Environmental Sustainability. This could relate to coastal processes, water management, fishing, ecotourism, emergency management, Aboriginal heritage, sustainable energy, pastoral/logging heritage including Donnelly huts); and
- caretaker's dwelling.

It is expected that the exhibition/education centre and environmental research centre would be complementary. Possibly, a combined facility could be established as a "South Coast Centre" which incorporates regional scientific, research, community and Aboriginal heritage. It would be complementary to visitor services at nearby Lake Jasper/Quannup.

4. Key issues

There are a number of key issues associated with the Shire being vested with managing a portion of Quannup. These issues include:

- upfront costs e.g. preparation of a Management Plan which is supported by relevant technical investigations e.g. flora and fauna assessment, fire management plan and geotechnical/land capability investigations;
- on-going costs to the Shire for effective management e.g. on-going bushfire management, waste management/removal, weed management, controlling off-road vehicles, coastal management e.g. paths, and in-time the expected provision of a caretaker (the cost could be off-set through providing accommodation free-of-cost to the caretaker in a unique location and through camping/caravan site fees);
- feasibility and level of servicing;
- standard and upgrading of public roads;
- compatibility with the DPW estate and conserving environmental assets;
- coastal management;
- fire risk;
- Aboriginal heritage; and
- relationship with Lake Jasper and the Donnelly huts.

Subject to the State Government's decision regarding the tenure and management of Quannup, the Council will consider more detailed matters related to Quannup on a number of occasions.

5. Management of coastal land on the south coast

While noting that the *Shire of Nannup Coastal Management Plan* (March 2009) sets out that the Shire will accept management of the coastal strip, following subdivision of adjoining freehold land, it is suggested there are still a range of management matters which need to be considered. For instance, there is expected to be practical access and management issues for the Shire in managing isolated or "land-locked" foreshore reserves.

At this stage, there have been no subdivision applications adjoining the coast in the Shire of Nannup since the finalisation of the *Augusta-Walpole Coastal Strategy*. The issue of tenure and management of the coastal strip will either come up through a subdivision application being considered by the Council or through the review of the *Augusta-Walpole Coastal Strategy*. Landowners are expected to seek a continuation of freehold tenure and management of the coastal strip, while DPW will seek the land being publicly managed.

In comparison to difficult to access areas ceded through the subdivision process, Quannup provides a well-defined and accessible area.

6. Next steps

Subject to Council direction, the Shire will advise the Minister for Lands and the Department of Lands of the Council resolution. The State Government is expected to finalise its position on the future tenure and management of Quannup in the next two years.

Should the State Government support a portion of Quannup being vested with the Shire, it is expected to be on the condition that a Management Plan is prepared. The preparation of a Management Plan is expected to be informed by relevant technical investigations e.g. flora and fauna assessment, fire management plan and geotechnical/land capability investigations. The preparation of the technical investigations, the Management Plan and detailed design, plus associated implementation, is expected to take a number of years.

STATUTORY ENVIRONMENT:

Land Administration Act 1997

POLICY IMPLICATIONS:

Nil at this stage.

FINANCIAL IMPLICATIONS:

There are no immediate financial implications for the Council. However, subject to the Council's resolution, and should the State Government vest part of Quannup with the Shire, then over time the costs could be considerable. No detailed costs have been determined at this stage, as it is not clear if the State Government will agree to vest a portion of Quannup, or for what area or purpose. While noting this:

- upfront costs are expected to include the preparation of technical reports and a Management Plan;
- there will be a need for appropriate facilities/infrastructure provision e.g. toilets and camping/caravan sites. Consideration is required as how to fund or manage possible chalets/eco-lodges and an exhibition/education centre; and
- on-going management would include bushfire management, waste management/removal, weed management, controlling off-road vehicles, coastal management e.g. paths, and in-time the expected provision of a

caretaker (the cost could be off-set through camping/caravan sites fees). There would also be a cost for the Shire to administer its regulatory functions e.g. rangers, building and health services.

Subject to whether there is a partnership approach e.g. the State Government assisting with the preparation of technical reports and possible joint management with the South West Land and Sea Council or the Native Title claimants, the Council would need to adequately increase budgets to ensure that the land and associated facilities/infrastructure are appropriately funded and maintained.

STRATEGIC IMPLICATIONS:

The *Shire of Nannup Corporate Business Plan 2013-2017* includes:

- the strategy of "Develop the south coast access and recreation opportunities";
- a community outcome of "Public access and recreation improved"; and
- an action of "Work with State Government agencies to improve our coastal access and recreational opportunities".

Securing enhanced public access to the south coast by modifying the tenure and management of Quannup is considered consistent with the *Shire of Nannup Corporate Business Plan 2013-2017*. It is important that legal and practical vehicle access is improved to the public to the south coast, including at Quannup, provided it is appropriately managed. This includes for a range of users seeking wilderness experiences along with others requiring access by 2 wheel drive.

Modifying the tenure and management of Quannup will have wide-ranging economic, recreation, culture and leisure implications for the local community and visitors. It offers an opportunity to appropriately develop a unique area and assist to extend the range of facilities and attractions in the Shire of Nannup.

9020 DEAN/DUNNET

That Council:

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CARRIED 7/1

Voting for the motion:

Camarri, Dean, Dunnet, Gilbert, Longmore, Mellema and Steer.

Voting against the motion:

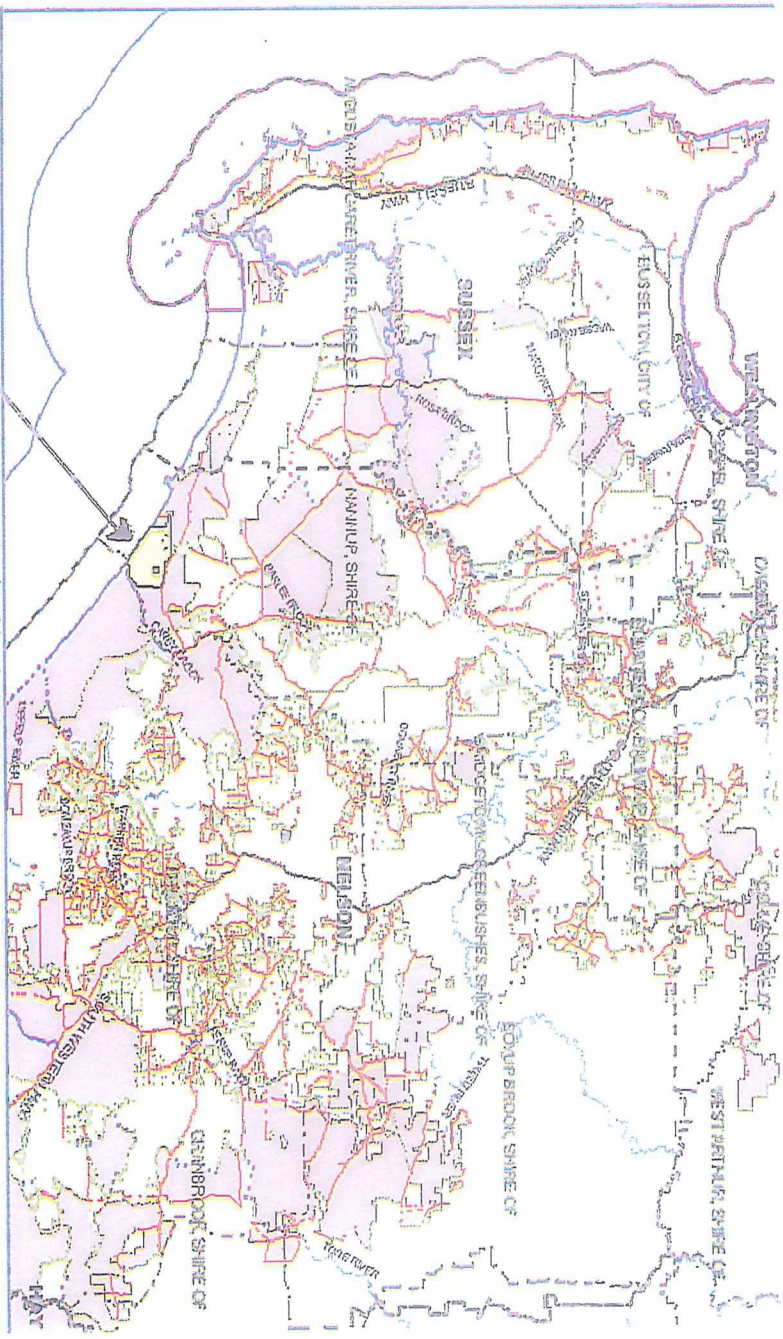
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14. QUESTIONS BY MEMBERS OF WHICH DUE NOTICE HAS BEEN GIVEN

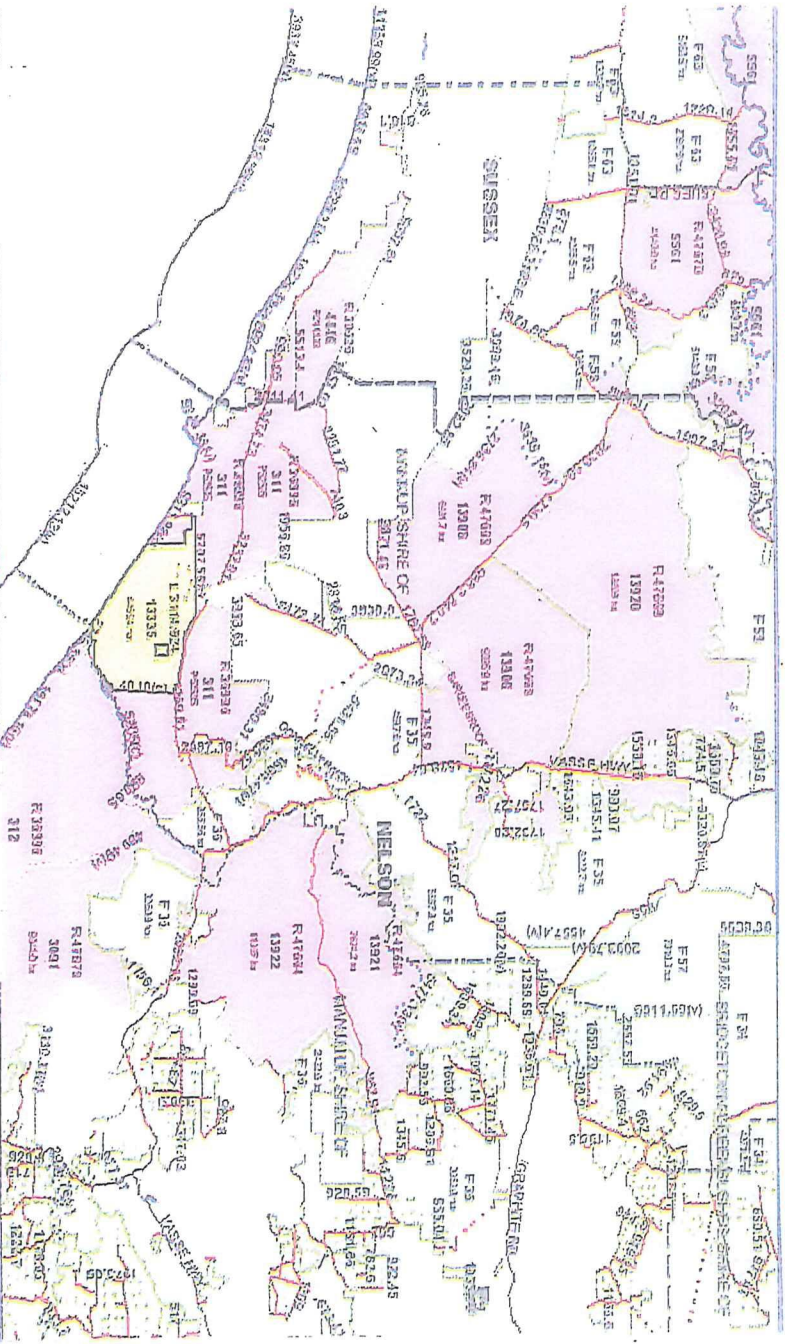
None.

15. CLOSURE OF MEETING

There being no further business to discuss the Shire President declared the meeting closed at 17:35 hours.



Lot 13335 on Deposited Plan 228457



Terry Redman MLA

Member for Warren-Blackwood
Minister for Training and Workforce Development; Water; Forestry
Deputy Leader of The Nationals WA

Our Ref: BM 874/Sub-32

8 July, 2013

Mr Robert Jennings
Chief Executive Officer
Shire of Nannup
PO Box 11
NANNUP WA 6275

Dear Rob


Thank you for your letter received 13 June, 2013 in reference to the future of the Quannup Station pastoral lease and Shire's proposal for the WA Emergency Management Institute.

I have written to the Minister for Environment, Albert Jacob, to highlight Shire's views and wishes in regard to the tenure and future management of Quannup Station and have further highlighted those views to the Minister for Regional Development & Lands, Brendon Grylls.

In regard to the WA Emergency Management Institute, I have written to the Emergency Services Minister, Joe Francis, indicating my strong support for Shire's proposal.

Please be assured that I will continue to highlight the Shire of Nannup's case in relation to both Quannup Station and the WAEMI as the opportunities present.

Yours sincerely



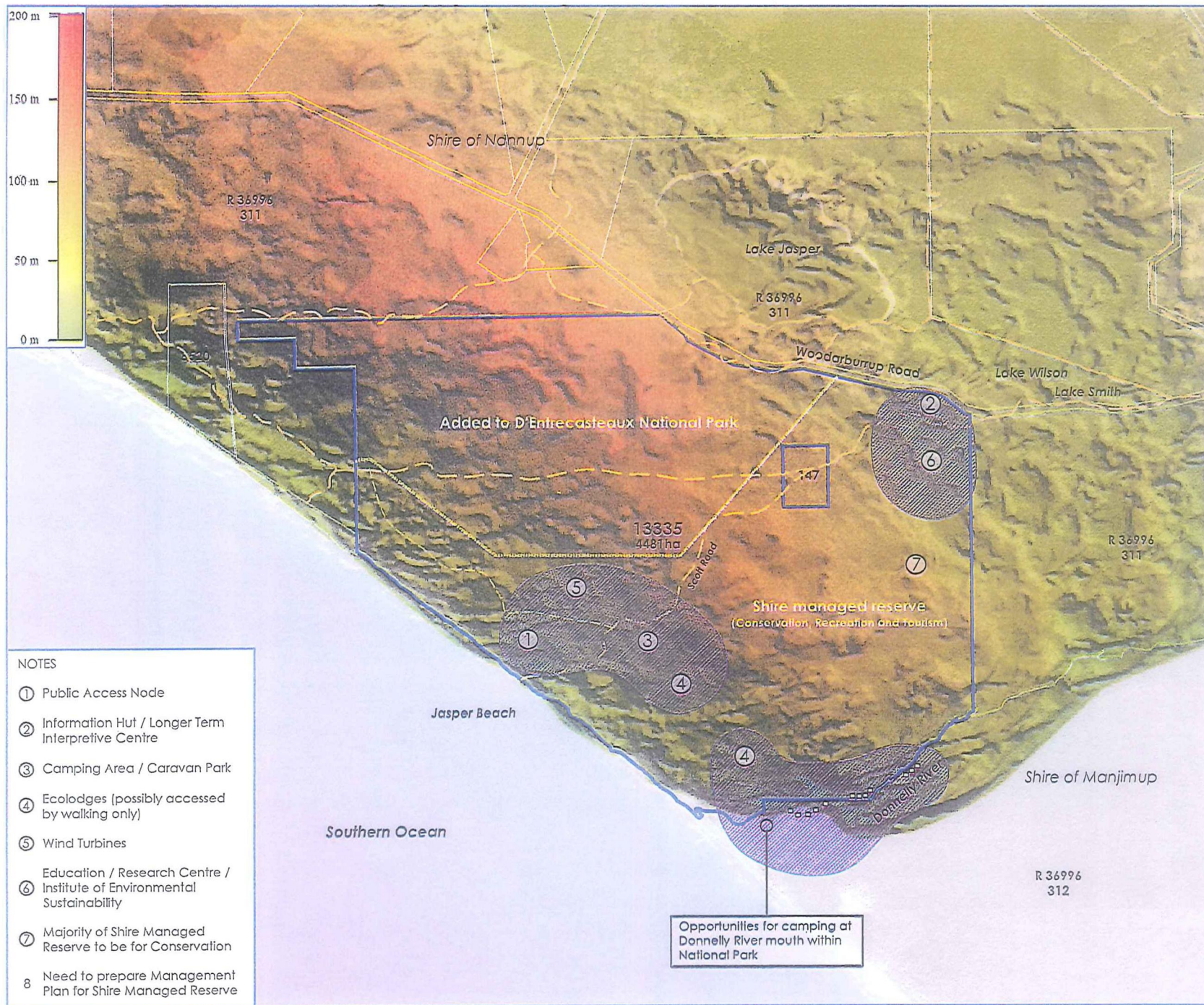
TERRY REDMAN MLA
MEMBER FOR WARREN-BLACKWOOD
Minister for Training & Workforce Development; Water; Forestry

SHIRE OF NANNUP	
RECEIVED	
Ref: 2013/23	No. ADM 4
16 JUL 2013	
CEO ✓ MCS WM MDS	AO EO CDO CR: 4TY
LIB PUB	FMO YO RO

+ CM's emailed 18/7
emailed Steve 22/7

THE NATIONALS for Regional WA





PRELIMINARY CONCEPT PLAN

Lot 13335
Woodaburrup Road
Lake Jasper
Shire of Nannup

Legend

- Subject Land
- Existing Cadastre
- Existing Track
- Indicative Track / Emergency Escape Route
- Indicative Boundary of Reserve / National Park
- Indicative Investigation Area for Recreation / Tourism
- Indicative Location of 'Donnelly River Huts'

NOTES

- ① Public Access Node
- ② Information Hut / Longer Term Interpretive Centre
- ③ Camping Area / Caravan Park
- ④ Ec lodges (possibly accessed by walking only)
- ⑤ Wind Turbines
- ⑥ Education / Research Centre / Institute of Environmental Sustainability
- ⑦ Majority of Shire Managed Reserve to be for Conservation
- ⑧ Need to prepare Management Plan for Shire Managed Reserve

SCALE 1:50,000
SHEET A3

A PRELIMINARY CONCEPT 120722 SJ ST
REV DESCRIPTION YYMMDD DRAWN APPROVED

DRAWING NUMBER EP 120716.03 REV A Insert for design brief only, all areas and dimensions are subject to design development & approval

edge
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Shire of NANNUP
The Garden Village